



# 50 OAK STREET

## SAN FRANCISCO CONSERVATORY OF MUSIC

SAN FRANCISCO PLANNING DEPARTMENT

2001.0862E

STATE CLEARINGHOUSE NO. 2002072001

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DATE: December 7, 2002

TO: Distribution List for the 50 Oak Street Project Draft EIR

FROM: Paul Maltzer, Environmental Review Officer

SUBJECT: Request for the Final Environmental Impact Report for the 50 Oak Street Project  
(Planning Department File No. 2001.0862E)

This is the Draft of the Environmental Impact Report (EIR) for the 50 Oak Street Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, our office will prepare and publish a document titled "Summary of Comments and Responses" that will contain a summary of all relevant comments on this Draft EIR and our responses to those comments. It may also specify changes to this Draft EIR. Public agencies, and members of the public who testify at the hearing on the Draft EIR will automatically receive a copy of the Comments and Responses document, along with notice of the date reserved for certification; others may receive such copies and notice on request or by visiting our office. This Draft EIR together with the Summary of Comments and Responses document will be considered by the Planning Commission in an advertised public meeting and certified as a Final EIR if deemed adequate.

After certification, we will modify the Draft EIR as specified by the Comments and Responses document and print both documents in a single publication called the Final EIR. The Final EIR will add no new information to the combination of these two documents except to reproduce the certification resolution. It will simply provide the information in one document rather than two. Therefore, if you receive a copy of the Comments and Responses document in addition to this copy of the Draft EIR, you will technically have a copy of the Final EIR.

We are aware that many people who receive the Draft EIR and the Summary of Comments and Responses have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the Final EIR to private individuals only if they request them. If you would like a copy of the Final EIR, therefore, please fill out and mail the postcard provided inside the back cover to the Major Environmental Analysis Office of the Planning Department within two weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy. Public agencies on the distribution list will automatically receive a copy of the Final EIR.

Thank you for your interest in this project.



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PAUL MALTZER, ENVIRONMENTAL REVIEW OFFICER  
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1660 MISSION STREET, SUITE 500, SAN FRANCISCO, CA 94103



**50 OAK STREET  
SAN FRANCISCO CONSERVATORY OF MUSIC**

**DRAFT ENVIRONMENTAL IMPACT REPORT**

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## **I. SUMMARY**

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### **A. PROJECT DESCRIPTION**

The proposed project would develop a new facility for the San Francisco Conservatory of Music in the Civic Center area of San Francisco. The Conservatory would relocate there from its current location at Ortega Street and Nineteenth Avenue. The project site is located on Lots 5 and 7 of Assessor's Block 834, bounded by Oak, Franklin, and Hickory Streets and Van Ness Avenue. The site is currently occupied by two buildings: a four- to five-story, 61,000-gross-square-foot (gsf) building at 50 Oak Street; and a three- to four-story, 30,000-gsf building at 70 Oak Street, a total of 91,000 gsf.

The project would develop one, structurally integrated facility for the Conservatory on the two lots. The facility would contain approximately 125,000 gsf. The address of the building would be 50 Oak Street. The existing 70 Oak Street building would be demolished. Project work at the existing 50 Oak Street building would consist of a seismic upgrade and major alteration integrated with the new construction on the 70 Oak Street site. No parking or loading is proposed.

Regarding 50 Oak Street, the project would retain all four walls of the building (a Category II, Significant building) including retaining and repairing historic exterior detailing and ornamentation of the Oak Street and Hickory Street facades, under the supervision of the project's preservation architect. Alteration of the Oak Street facade would include demolition of the current main entryway (including the entry stair, entry doors, walls and ceiling) and construction of a reconfigured entry at the same location, but at street level rather than accessed by stairs, that would meet Americans with Disabilities Act requirements. Alteration of the Hickory Street facade would include removal of metal fire escape ladders and relocation and infill of some window and door openings. Most of the rest of the structure, and all of the interior of the building, except for most of the Ballroom, would be demolished and the interior reconfigured. Some interior features would be salvaged and reused in the building. Plans include adaptive reuse of the Ballroom as the seating chamber for a concert hall. The west wall of the Ballroom would be demolished, for installation of a stage in the location of the former 70 Oak Street building, and the existing floor within the ballroom would be replaced with new flooring. The



80-foot-tall new construction on the site of the demolished 70 Oak Street building would be contemporary in style, rather than a replica or imitation of the adjacent Beaux Arts facade at 50 Oak Street.

A lobby, concert hall, support facilities for the performance halls, and two classrooms would be accommodated on the first floor; the audience chamber for the concert hall would be the existing Ballroom at 50 Oak Street; the performance stage and support areas would be built within the new construction on the site of the demolished 70 Oak Street building. The second through fifth floors would contain classrooms, studio spaces, a conference room, a lounge, and faculty and administrative offices. The sixth floor would contain the library, listening room, and studio spaces surrounding an outdoor terrace. Two basement levels would contain the recital hall and salon, recording studio spaces, classrooms, recording rooms, and storage spaces and other support facilities. The project architect is Simon, Martin-Vegue, Winkelstein, and Morris (SMWM). The preservation architect is Page and Turnbull. Construction of the proposed project would take approximately 26 to 28 months; it is scheduled to open in the fall of 2005.

The project would require the following review and approval actions; acting bodies are shown in italics:

- *Landmarks Preservation Advisory Board* review and recommendation(s) and *Planning Commission* approval of a Permit to Alter a Category II, Significant building.
- *Planning Commission* approval under Planning Code Section 309, Permit Review in C-3 Districts, of construction and substantial alteration of structures in the C-3 Districts.
- *Planning Commission* approval of bulk exceptions, under Planning Code Section 272, Bulk Limits: Special Exceptions in C-3 Districts, to bulk restrictions under Planning Code Section 270.
- *Planning Director* and *Department of Public Works* approval of a Lot Line Adjustment to merge the two lots on the site.
- *Department of Public Works* approval of a Revocable Sidewalk Encroachment Permit.

In addition to the above, the project requires acceptance by the Planning Commission of an abbreviated Institutional Master Plan, under Planning Code Section 304.5.



## **B. AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED**

No areas of controversy surrounding the proposed project have been identified, based on responses to the Notice of Preparation for this EIR. An issue to be resolved is the balance between the Conservatory of Music's program requirements and preservation of the historic fabric of the Category II, Significant building at 50 Oak Street.

## **C. MAIN ENVIRONMENTAL EFFECTS**

The Initial Study for the 50 Oak Street project concluded that the following effects of the project would either be insignificant or reduced to a less-than-significant level by mitigation measures included in the project, and thus required no further analysis in this EIR: land use, visual quality and urban design, population and housing, noise, air quality, shadow, wind, utilities/public services, biology, geology/topography, water, energy/natural resources, hazards, and archaeological resources. (See Appendix A for the Initial Study.)

Land use and zoning are included in this EIR for informational purposes to orient the reader. Chapter III assesses potentially significant impacts of the project in the areas of historic architectural resources, transportation, and growth inducement.

### **LAND USE AND ZONING (p. 49)**

#### **Land Use**

The project site is in the western portion of the Downtown Plan Area of San Francisco, one-half block south of the Civic Center district, which is identified as the cultural, ceremonial, and governmental center of San Francisco. In the immediate vicinity is a mix of residential; commercial (office and retail); institutional (educational); City office; arts; performing arts; and parking uses.

The proposed project would change land use at the site from commercial and cultural uses (office, performing arts, and fitness-related uses) to a post-secondary educational facility that trains students for professional careers in music. The proposed use would be similar to existing cultural and educational uses in the performing arts neighborhood of the Civic Center and immediate vicinity.

The project's use and scale of development would be compatible and consistent with the surrounding area. The project would not disrupt or divide an established community, or have a substantial impact on the existing character of the vicinity. It would not result in significant effects related to land use.

### **Zoning**

The property is within the C-3-G (Downtown General Commercial) Land Use District, which permits a base floor area ratio (FAR) of 6:1, or 106,200 sq. ft. for combined Lots 5 and 7. The project would contain about 98,500 gsf attributable to the FAR. It is within an 80-E Height and Bulk District, which permits buildings up to 80 feet in height, and a maximum building length and diagonal dimension of 110 feet and 140 feet, respectively, for portions above 65 feet in height. Built prior to current zoning, the existing nonconforming 87-foot-tall building at 50 Oak Street exceeds the present 80-foot height limit, as well as the maximum allowable length and diagonal dimensions at the fifth floor and portions of the fourth floor of the building.

All new project construction is proposed at, or below, the 80-foot height limit; the existing nonconforming portion of the 50 Oak Street building above 80 feet would be retained. The proposed 50 Oak Street project would exceed the allowable maximum length and diagonal dimensions for the upper 15 feet of the building.

## **HISTORIC ARCHITECTURAL RESOURCES (p. 55)**

### **Existing Buildings**

The project site is occupied by two buildings, 50 Oak Street and 70 Oak Street, both designed by William Shea, an architect responsible for a number of large public, institutional and church commissions in San Francisco.

Fifty Oak Street was built for the Young Men's Institute (Y.M.I.) which, along with the Young Ladies' Institute (Y.L.I.) occupied the building from its construction in 1914 until 1995. Although located outside local and National Register Civic Center Historic Districts, the structure's Beaux Arts style, massing, and scale are consistent with the character of prominent Beaux Arts buildings in the Civic Center. The main entrance to 50 Oak Street is on the south facade. Overall, the distinguishing original architectural features of the building remain intact. An historic resources study, prepared by the preservation architect for the project and peer-

reviewed by an independent preservation consultant, identifies and describes interior spaces that contribute to the architectural character of 50 Oak Street. These character-defining spaces are the Ballroom, Ballroom Lobby, Lodge Room A, Lodge Room B, Main Entry, and Main Entry Lobby.

The 50 Oak Street building's existing status on local registers and surveys and the national and state registers is summarized below. According to the historic resource study, the building meets criteria for listing on the California Register, as described in more detail below, and in the Historical Resources section of the EIR. The 50 Oak Street building is not currently listed on the National Register of Historic Places or the California Register of Historical Resources. This building is not designated a City Landmark, nor is it within an Historic District under Article 10 of the Planning Code. It is designated a Category II, Significant building under Article 11 of the Planning Code. The building is identified in the 1976 Planning Department Survey as a "4" (with "5" being the highest rating). Under the San Francisco Heritage Downtown Inventory the building is listed as an Inventory Group A (the highest Heritage rating), placing it in the top 1 percent of San Francisco, surveyed structures. According to the historic resources study, it is likely that 50 Oak Street is eligible for listing on the National Register of Historic Places under Criterion A (Pattern of Events) and under Criterion C (Design/Construction). It also appears to be eligible for inclusion on the California Register of Historical Resources under California Register Criteria 1 and 3 (corresponding in substance to National Register Criteria A and C).

Based on 50 Oak Street's local designation under Article 11, the building meets the criteria to be presumed an historic resource being a "resource included in a local register of historical resources," under *CEQA Guidelines*, Section 15064.5(a)(2). Information presented in the historic resources study and peer review supports a lead agency determination that those interiors of 50 Oak Street, identified as character-defining, are also historical resources for the purposes of CEQA, under *CEQA Guidelines*, Section 15064.5(a)(3) and (4).

Seventy Oak Street was built in 1923, for the Y.M.I. and Y.L.I., as an adjunct to 50 Oak Street and its subordinate character is evident in its simpler design and materials, driven in part by a smaller budget. The historic resources study does not identify character-defining interior spaces at 70 Oak Street; it identifies two secondary spaces. The 70 Oak Street building is not listed on the National Register of Historic Places or the California Register and, according to the historic resources study, it is unlikely that 70 Oak Street would be found eligible. The building is not a designated City Landmark, not within a Historic District under Article 10 of the Planning Code, nor is it designated under Article 11 of the Planning Code. The building is not identified in the



1976 Citywide Survey. Under the San Francisco Heritage Downtown Inventory the building is listed as an Inventory Group C++, which indicates that the building is of contextual importance. In view of the above, the 70 Oak Street building does not meet criteria for an historical resource in *CEQA Guidelines*, Section 15064.5.

### **50 Oak Street: Proposed Exterior Alterations**

On the Oak Street elevation, the project would remove the existing, original entrance including the stairs, ceiling, walls and finishes; and install a glazed, accessible, grade-level entrance in the same facade opening. New wood window sash, matching the original sashes, would be installed in existing wood window frames. The Oak Street facade would be cleaned, terra cotta would be patched and repaired, or replaced in kind as required, and the facade would be repointed. The sheet metal cornice would be restored, as well as the iron balconies and window grilles. Non-original fire escapes would be removed and copies of the original balconies would be installed where removed.

At the rear, Hickory Street facade, the proposed expansion would require construction of a partial, one-story rooftop addition, visible from Hickory Street. (At the front of the building, this expansion would fill in the building's existing volume because the existing building is higher at the front than at the rear.) The two upper, existing exit doors at the existing fourth floor would be removed and the openings infilled. The position of the lower exit doors from the ballroom would be lowered to provide exiting at grade. The three tall windows that open into the ballroom would be rehabilitated. New window openings are proposed for the fifth floor. The facade would be cleaned, repaired and repainted. Existing original metal fire escape ladders would be removed and metal balconies would be repaired and repainted.

The proposed project would entail demolition of distinguishing original exterior entrance components that contribute to the building's architectural character, specifically, the wood entry door, marble stairs, and entrance vestibule coffered ceiling, marble sidewalls and finishes. The stairs are part of the original entry sequence, ascending to an elevated main floor, effecting the transition between the street and lobby. This relationship would be lost with the proposed changes. Demolition of original entrance features of 50 Oak Street could materially impair the physical characteristics of the historic architectural resource that convey its historical significance and justify, in part, its designation under Article 11. These changes would constitute a substantial adverse change in the significance of an historic architectural resource, under *CEQA Guidelines*

(Section 15064.5(b)(2)(B)), and would, therefore, be considered a significant environmental impact under CEQA.

The proposed alterations at the rear, Hickory Street elevation, would not appear to materially alter the physical characteristics of the building that convey its significance or justify its designation under Article 11. These would be relatively minor changes to a secondary facade or would be basically restorative and stabilizing in nature. This work would not constitute a significant impact to an historic resource under CEQA.

### **50 Oak Street: Proposed Interior Alterations**

The project would demolish existing floors, interior walls and structural systems and construct new floors, integrated with the proposed new construction at 70 Oak Street into one structure. The project would incorporate an additional floor within the existing five-story building envelope, necessitating realignment of floor levels. Interior character-defining features identified in the historic resources study and peer review would be removed, including the Ballroom Lobby, Lodge Room A and Lodge Room B, and Main Entry Lobby.

The character-defining Ballroom would be retained and reused as the audience chamber for a new concert hall as follows. A new audience chamber floor would be constructed. The floor would be lower than the existing floor and inclined to accommodate seating. The Ballroom's ceiling, and north, east and south walls and interior finishes would be retained *in situ* or removed and reinstalled in the same location if *in situ* retention during construction is infeasible. The Ballroom floor and the west wall of the Ballroom would be demolished and a stage would be constructed on the 70 Oak Street portion of the site.

Significant, character-defining interior spaces and the structural and spatial integration between the exterior and interior of the building are elements of the building's overall integrity. The proposed demolition of interior structural systems and significant interior spaces, and the addition of a new floor which would change the floor levels could materially impair the physical characteristics of the historic architectural resource that convey its historical significance and justify, in part, its eligibility for inclusion in the California Register as determined by the lead agency for the purposes of CEQA. These changes would constitute a substantial adverse change in the significance of an historic architectural resource, under *CEQA Guidelines* (Section 15064.5(b)(2)(C)), and would, therefore, be considered a significant environmental impact under CEQA.

### **70 Oak Street: Proposed Demolition**

Based on research in the historic resources study for this EIR as explained in the Historic Architectural Resources section in Chapter III and this Summary chapter, 70 Oak Street does not meet the criteria for an historical resource under CEQA. Demolition of 70 Oak Street would, therefore, not constitute a substantial adverse change in the significance of an historic architectural resource, and would not be considered a significant environmental impact under CEQA.

### **70 Oak Street: Proposed New Construction**

New construction, at the site of 70 Oak Street, would be a six-story steel and concrete structure over two basement levels occupying the site of the existing 70 Oak Street building. It would be structurally and programmatically integrated with the altered 50 Oak Street building to form one building which would, collectively, have a 50 Oak Street address. The facade of the new construction would be a contemporary interpretation of the architectural composition of 50 Oak Street. The base, middle and top would be defined and the horizontal banding at the base of 50 Oak Street would be carried across to the new construction at the site of 70 Oak Street. The top of the new structure would be defined with a prominent horizontal cornice line at the library. The new exterior finishes would consist of limestone in two colors (gray at the base to match the polished gray granite of the base of 50 Oak Street and beige above to match the terra cotta of 50 Oak Street). Exterior finishes on the Hickory Street facade and the west wall would be architectural grade, cast-in-place, gray and beige concrete with cast reveals, lot line windows would be painted aluminum frame windows.

The proposed new construction at the 70 Oak Street parcel would not destroy, alter or obscure distinctive exterior features of 50 Oak Street because its juncture with 50 Oak Street would occur along the existing interior lot line. The new facade is intended to be clearly differentiated from the 50 Oak Street building to avoid creating a false sense of history. In its urban streetscape context, the overall visual effect of the new construction would be that of a new, separate, neighboring, infill building. The design intent of the proposed new construction is to defer to 50 Oak Street's facade and to be visually subordinate, emphasizing the primacy of that historic facade. The new construction would continue the street wall along Oak Street and would be rectilinear in massing. Major horizontal elements of the historic facade would be carried through to, and suggested by, the new construction. The new facade would be further divided by vertical and horizontal mullions, intended to reinforce the sense of human scale, depth and play of light



and shadow that characterizes the 50 Oak Street historic facade. Cladding for the Oak Street facade of the new construction would be limestone, similar in tone and color to the terra cotta and grey granite base on the historic facade.

The exterior design of the new construction appears to meet the *Secretary of the Interior's Standards for Rehabilitation* relevant to new additions. The new construction has been designed to be differentiated, and compatible with the historic 50 Oak Street facade. It would, therefore, not be considered a substantial adverse change to the significance of an historic architectural resource, under the general rule that projects meeting the *Standards* are considered mitigated to less-than-significant levels.

#### **TRANSPORTATION (p. 81)**

The proposed project would generate approximately 155 net new person trips during the p.m. peak hour, of which 65 would be new trips in automobiles. With the addition of project-generated trips, all five of the study intersections would continue to operate at the same acceptable LOS as with existing conditions. Thus, automobile traffic resulting from the proposed project would not cause significant traffic impacts. The project would not generate significant impacts on pedestrian circulation in the area, nor would it generate significant bicycle impacts, as described in Section III.C, Transportation, p. 94.

The project area is well served by transit. Muni, BART, and Golden Gate Transit are available within walking distance, and SamTrans, Caltrain, and AC Transit can be reached from nearby Muni service routes. All Muni corridors currently operate between 40 percent and 80 percent of capacity. The project would add 75 new trips on Muni during the p.m. peak hour. With this project-generated ridership, there would be a 1 percent increase in capacity utilization on some corridors and less than a 1 percent increase on others. No transit corridors studied would exceed 100 percent occupancy. Therefore, the project would not cause significant impacts on Muni. The project would generate less than a 1 percent increase on other regional transit systems. In view of the above, the project would not cause significant transit impacts.

No parking is required for the project under the Planning Code, and none is proposed. The project would generate a parking demand of approximately 127 spaces, 106 to 121 long-term and 4 to 6 short-term spaces, during the weekday mid-day period. The proposed project's parking demand would be accommodated with the available off-street parking supply in the area. No significant impacts would be created by the project's daytime parking demands.

Approximately 45 to 265 parking spaces would be needed during weekday evenings, weekend afternoons, and weekend evenings for the expected maximum 350 performances held at the Conservatory each year. The existing weekday evening occupancy rate for surface parking lots in the parking study area (from about Ninth and Mission Streets to Gough and Hayes Streets) is approximately 21 percent to 33 percent, with about 775 to 660 vacant spaces. In addition, the Civic Center Garage is approximately 15 percent to 39 percent occupied on nonperformance and performance weekday evenings, respectively, with about 520 to 720 vacant spaces. The proposed project's parking demand for performances could be accommodated within one and one-half blocks of the project site on evenings when no other major Civic Center performances were held. On evenings with other Civic Center performances, some Conservatory patrons would find parking at the Civic Center Garage or at other lots more than one and one-half blocks away. All parking increases due to multiple performances in the project area could be accommodated, assuming use of the Performing Arts Garage and the Civic Center Garage, as well as surface lots in the parking study area.

The proposed project is not required to provide off-street loading, and none is proposed. Loading activities for the proposed project would occur in an existing yellow loading zone on Hickory Street at the rear of the project site. The impacts from project-generated deliveries could create temporary congestion in the loading areas on Hickory Street; these impacts would be short term and would not be significant.

Future cumulative transportation impacts were assessed by considering the project's contribution to reasonably foreseeable growth through the year 2020. All but two intersections in the project vicinity would continue to operate at an acceptable LOS of D or higher, in 2020. The intersections at Van Ness Avenue/Market Street and Gough/Market Streets would deteriorate from LOS D under existing-plus-project conditions to LOS E under 2020 cumulative conditions. At these intersections there would, therefore, be significant cumulative traffic impacts due to anticipated background traffic growth. The project's share of future growth at these intersections would be 3 percent and 1 percent, respectively. Therefore, project traffic impacts would not represent a considerable contribution to 2020 cumulative traffic conditions, and the project would not have a significant cumulative traffic impact.

### **GROWTH INDUCEMENT (p. 100)**

The San Francisco Conservatory of Music currently operates at another location in the Sunset neighborhood of San Francisco. Upon relocation to 50 Oak Street, Conservatory staff would

increase by 21, and full-time enrollment would increase by about 50 students. The potential new demand for services and housing could be accommodated. Direct growth and any potential growth induced by the proposed project would fall within ABAG's regional forecasts of employment, household, and population growth. The project would be infill development in a developed urban area and would not require new infrastructure. Therefore, the project would not have a significant growth-inducing impact.

#### **D. MITIGATION MEASURES (p. 102)**

Mitigation measures identified in this EIR and the Initial Study as necessary to mitigate significant environmental effects are listed below. The mitigation measure below would reduce, but not eliminate, significant impacts on historical resources. The mitigation for significant cumulative traffic impacts is included below; however, implementation of this measure would not be the responsibility of the project sponsor. Improvement measures that would reduce non-significant impacts are also listed. Most of the measures have been included in the project; other measures may be required by decision makers as conditions of project approval if the project is approved.

#### **MITIGATION MEASURE IDENTIFIED BY THIS REPORT THAT IS INCLUDED IN THE PROJECT**

##### **Historical Resources**

1. The project sponsor shall provide historic documentation of the 50 Oak Street building's exterior and interior, meeting Historic American Buildings Survey (HABS) recordation standards. Such documentation shall include the following:
  - A HABS outline report including descriptive and historical information.
  - Photographic documentation of the exterior of the 50 Oak Street building. Such documentation shall meet HABS standards of detail and quality for photographic documentation in 4x5 or 5x7 photographs and negatives.
  - Photographic documentation of the interior of the 50 Oak Street building. Such documentation shall meet HABS standards of detail and quality for photographic documentation in 4x5 or 5x7 photographs and negatives. It shall include the interior spaces and features identified in the historic resources study and shall be keyed to a description in the outline report of the location, condition, and significance of each space or feature.



- An appropriately conserved set of the existing architectural drawings of 50 Oak Street.
- A display of photographs and interpretive materials concerning the history and architectural features of 50 Oak Street shall be installed inside the proposed project in an area accessible to the public.

Copies of the narrative, photographic documentation and any available architectural drawings of the building shall be submitted to the San Francisco Planning Department prior to authorization of any permit that may be required by the City for alteration at 50 Oak Street.

In addition, the project sponsor shall prepare and transmit the photographs and descriptions of 50 Oak Street to the History Room of the San Francisco Public Library, and to the Northwest Information Center of the California Historical Information Resource System.

The above measure would reduce the adverse effect of the project on the historical resource at 50 Oak Street, but would not reduce the impact to a less-than-significant level. Therefore, a significant unavoidable impact would remain.

#### **MITIGATION MEASURES IDENTIFIED BY THE INITIAL STUDY THAT ARE INCLUDED IN THE PROJECT**

Implementation of the measures identified in the Initial Study would, for the following topics, reduce impacts to less-than-significant levels:

##### **Construction Air Quality**

2. To reduce particulate emissions, the project sponsor shall require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor shall require that contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

## Archaeological Resources

The following mitigation measure for archaeological resources has been revised and expanded since publication of the Initial Study; the approach to mitigation has not changed, but more detailed procedures have been included. The project sponsor has agreed to carry out the measure as revised.

3. Based on a reasonable presumption that archaeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archeology. The archaeological consultant shall undertake an archaeological testing program as specified herein. In addition, the consultant shall be available to conduct an archaeological monitoring and/or data recovery program if required pursuant to this measure. The archaeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archaeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archaeological resource as defined in CEQA Guidelines Sect. 15064.5 (a)(c).

*Archaeological Testing Program.* The archaeological consultant shall prepare and submit to the ERO for review and approval an archaeological testing plan (ATP). The archaeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archaeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archaeological testing program will be to determine to the extent possible the presence or absence of archaeological resources and to identify and evaluate whether any archaeological resource encountered on the site constitutes an historical resource under CEQA.

At the completion of the archaeological testing program, the archaeological consultant shall submit a written report of the findings to the ERO. If based on the archaeological testing program the archaeological consultant finds that significant archaeological resources may be present, the ERO in consultation with the archaeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archaeological testing, archaeological monitoring, and/or an archaeological data recovery program. If the ERO determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

- A) The proposed project shall be re-designed so as to avoid any adverse effect on the significant archaeological resource; or
- B) A data recovery program shall be implemented, unless the ERO determines that the archaeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

*Archaeological Monitoring Program.* If the ERO in consultation with the archaeological consultant determines that an archaeological monitoring program shall be implemented the archaeological monitoring program shall minimally include the following provisions:

- The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils-disturbing activities commencing. The ERO in consultation with the archaeological consultant shall determine what project activities shall be archaeologically monitored. In most cases, any soils-disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archaeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;
- The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archaeological resource;
- The archaeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archaeological consultant and the ERO until the ERO has, in consultation with project archaeological consultant, determined that project construction activities could have no effects on significant archaeological deposits;
- The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archaeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect demolition/excavation/pile-driving/construction activities and equipment until the deposit is evaluated. If in the case of pile-driving activity (foundation, shoring, etc.), the archaeological monitor has cause to believe that the pile-driving activity may affect an archaeological resource, the pile-driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archaeological consultant shall immediately notify the ERO of the encountered archaeological deposit. The archaeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the



encountered archaeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archaeological resources are encountered, the archaeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

*Archaeological Data Recovery Program.* The archaeological data recovery program shall be conducted in accord with an archaeological data recovery plan (ADRP). The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archaeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archaeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archaeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archaeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

*Human Remains and Associated or Unassociated Funerary Objects.* The treatment of human remains and of associated or unassociated funerary objects discovered during any soils-disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines. Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

*Final Archaeological Resources Report.* The archaeological consultant shall submit a Draft Final Archaeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archaeological resource and describes the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archaeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

## **Hazards and Hazardous Materials**

4. Prior to any demolition or excavation at the project site, the project sponsor shall conduct surveys to identify any asbestos-containing materials and any lead-based paint in existing structures proposed for demolition or alteration. If sampling identifies the presence of such materials, they shall be removed and disposed of at an approved site in accordance with applicable local, state, and federal regulations.

Soil and groundwater samples shall be collected in such areas as directed by the project sponsor's site assessment consultant and based on conclusions and recommendations in the Phase I Environmental Site Assessment. Sampling would extend at least to depths proposed for excavation. The samples shall be collected in accessible areas prior to any site

development activities, and in areas that are not currently accessible during proposed demolition activities.

Soil and groundwater samples shall be characterized (analyzed) for metals, petroleum hydrocarbons and gasoline/diesel components, volatile and semi-volatile organic compounds, and other constituents, as requested by the Department of Public Health (DPH). In addition, groundwater characterization shall be carried out for total suspended solids, total settleable solids, pH, total dissolved solids, and turbidity. Samples shall be analyzed by state-accredited laboratories. Based on the results of soil and groundwater characterization, a Site Mitigation Plan shall be prepared by a qualified individual, in coordination with DPH and any other applicable regulatory agencies. The sampling and studies shall be completed by a Registered Environmental Assessor or a similarly qualified individual. Excavated soils shall be disposed of in an appropriate landfill, as governed by applicable laws and regulations, or other appropriate actions shall be taken in coordination with DPH.

Prior to initiating any earth-moving or dewatering activities at the site, a Worker Health and Safety Plan, as required by Cal-OSHA, shall be prepared to ensure worker safety. The Worker Health and Safety Plan shall identify protocols for managing soils during construction to minimize worker and public exposure to soils with hazardous levels of chemicals. The protocols shall include at a minimum:

- Characterization of excavated native soils proposed for use on site prior to placement, to confirm that the soil meets appropriate standards.
- The dust controls specified in Mitigation Measure 2: Construction Air Quality p. 12.
- Protocols for managing stockpiled and excavated soils.

The Worker Health and Safety Plan shall identify site access controls to be implemented from the time of surface disruption through the completion of earthwork construction. The protocols shall include at a minimum:

- Appropriate site security to prevent unauthorized pedestrian/vehicular entry, such as fencing or other barrier, or sufficient height and structural integrity to prevent entry, and based on the degree of control required.
- Posting of "no trespassing" signs.
- Providing on-site meetings with construction workers to inform them about security measures and reporting/contingency procedures.

If hazardous levels of chemicals are found in groundwater, the Worker Health and Safety Plan shall identify protocols for managing groundwater during construction to minimize



worker and public exposure. The protocols shall include procedures to prevent unacceptable migration of chemicals from defined plumes during dewatering.

The Worker Health and Safety Plan shall include a requirement that construction personnel be trained to recognize potential hazards associated with underground features that could contain hazardous substances, previously unidentified contamination, or buried hazardous debris.

The Worker Health and Safety Plan shall include procedures for implementing a contingency plan, including appropriate notification and control procedures, in the event unanticipated subsurface hazards are discovered during construction. Control procedures could include, but would not be limited to, further investigation and removal of underground storage tanks or other hazards.

All reports and plans prepared in accordance with this measure shall be submitted to DPH and any other appropriate agencies identified by DPH, pursuant to procedures in the Final Voluntary Cleanup plan. The Worker Health and Safety Plan and Site Mitigation Plan shall be submitted at least two weeks prior to initiating excavation or dewatering. When all hazardous materials have been removed from existing buildings, and soil and groundwater analysis and other activities have been completed, as appropriate, the project sponsor shall submit to the San Francisco Planning Department and DPH (and any other agencies identified by DPH) a report stating that the applicable mitigation measure(s) have been implemented. The report shall describe the steps taken to comply with the mitigation measure(s) and include all verifying documentation. The report shall be certified by a Registered Environmental Assessor or similarly qualified individual who states that all necessary mitigation measures have been implemented, and specifying those mitigation measures that have been implemented.

#### **MITIGATION MEASURE THAT COULD BE IMPLEMENTED BY OTHER AGENCIES**

Project traffic would not individually contribute significantly to cumulative traffic conditions in nearby intersections, though significant traffic impacts are anticipated at the intersections of Gough and Market Streets and Van Ness Avenue and Market Street for 2020 cumulative conditions. The following mitigation measure for significant cumulative traffic impacts could not be carried out by the project sponsor or imposed by the Planning Commission. Implementation would be the responsibility of the Department of Parking and Traffic.

5. The southbound approach at the intersection of Gough Street and Market Street has two lanes for access to Haight Street and Market Street westbound, and two lanes to continue on Gough Street and Market Street eastbound. The first two lanes are projected to carry about 1,025 vehicles, the latter two lanes are forecast to carry about 1,790 vehicles in the p.m. peak hour, resulting in an overall LOS E. The intersection geometry at this location does not

allow for physical modifications to the geometry to add capacity to improve the intersection operation without acquiring property and demolishing buildings. The only possible improvement would appear to be the modification of the signal timing, i.e. reduce the Market Street green time by 2.0 seconds and increase the Gough Street green time by 2.0 seconds. This signal timing change would improve this intersection to LOS D with an average delay of 38.4 seconds/vehicle. However, it could cause minor delays on the transit operations on this portion of Market Street.

At the intersection of Van Ness Avenue and Market Street, signal timing changes would not improve LOS under future cumulative conditions. Adding lanes at this intersection would require either substantially narrowing sidewalks (to about five feet) or property acquisition and demolition of existing buildings. Therefore, no improvements are suggested for the Van Ness Avenue and Market Street intersection.

### **IMPROVEMENT MEASURES IDENTIFIED BY THIS REPORT**

Improvement measures are actions or changes that would reduce effects of the project that were found through the environmental analysis to have less-than-significant impacts. Improvement measures identified in the EIR may be required by decision makers as conditions of approval.

#### **Historical Resources**

The project sponsor could provide photographic documentation of the 70 Oak Street building exterior and interior. The views would include full facade views, and exterior detail and interior views of the features and spaces described in the historic resources study prepared by Page and Turnbull. All photographs would be appropriately identified and bound in a volume suitable for long-term storage. The project sponsor would transmit the photographs to the History Room of the San Francisco Public Library in a form acceptable to the Library, and also include copies with the documentation created under the mitigation measure for Historical Resources (see pp. 11-12).

#### **Parking**

Project-related parking demand could be met in parking facilities within walking distance of the project site. Parking would not be a significant environmental impact. The following measure would facilitate transient parking activity as preparatory students are dropped off or picked up by parents for music lessons. The project sponsor could petition the San Francisco Department of Parking and

Traffic to change four to six existing parking spaces to passenger loading spaces for use for student drop-off and pick-up activities in front of the project site, on Oak Street throughout the day.

### **Loading**

Loading activities would not cause significant impacts. The existing yellow loading zone could be retained on Hickory Street to accommodate project freight activities.

### **Construction**

Construction impacts would be temporary and of short-term duration. Therefore, they would not be considered significant environmental impacts. In order to reduce potential non-significant construction impacts, the project sponsor could implement the following improvement measures:

- To the extent possible, truck movements should be limited to the hours between 9:00 a.m. and 3:30 p.m. or other times as approved by the Department of Parking and Traffic (DPT) to minimize disruption of the general traffic flow on adjacent streets. Construction traffic occurring between the hours of 7:00 a.m. and 9:00 a.m. or between 3:30 p.m. and 6:00 p.m. would coincide with peak hour traffic, and could impede traffic flow and slow traffic and Muni bus movement.
- The project sponsor and construction contractor(s) could meet with the Traffic Engineering Division of the Department of Parking and Traffic, the Department of Public Works, the Fire Department, Muni's Street Operation and Special Events Office and the Planning Department to determine feasible traffic measures to reduce traffic congestion and pedestrian circulation impacts during construction of the project and to ensure that construction activities do not impact Muni bus stops or routes in the vicinity.

## **E. ALTERNATIVES (p. 114)**

### **NO PROJECT ALTERNATIVE**

Under Alternative A, the No Project Alternative, 50 Oak Street would not be seismically upgraded, altered, or reused as proposed for the project. Seventy Oak Street would not be demolished and a new structure would not be constructed there. Lots 5 and 7 would not be merged. The Conservatory of Music would not relocate to the project site. Space in the 50 and 70 Oak Street buildings would probably continue to be rented.



If the No Project Alternative were implemented, none of the impacts associated with the project would occur. That is, existing conditions generally would not change. The facades and interiors, including character-defining features of the historic resource at 50 Oak Street, a Category II, Significant building, would not be altered and/or demolished. The buildings could deteriorate or other development could be proposed for all or part of the site.

#### **ALTERNATIVE WITHOUT ALLOWABLE BULK EXCEPTIONS**

Alternative B would be a design that would not require a bulk exception to the 80-E Height and Bulk District requirements. Under Alternative B, as in the proposed project, the interior floors of 50 Oak Street would be demolished and realigned, including one additional floor. In contrast with the project, which would be a six-story structure, the building would not exceed five stories along the entire 160-foot-long Hickory Street frontage to a depth of 30 feet. New construction on the majority of the site of 70 Oak Street would contain five floors and would not exceed 65 feet in height along the Hickory Street and Franklin Street-facing elevations, unlike the project. A new sixth floor could be constructed for an approximately 110- by 86-foot-wide area extending along the entire southern portion of the 50 Oak Street building and for approximately 20 feet of new construction at the site of 70 Oak. This would result in approximately 13 percent less floor area than with the proposed project, which would probably result in less, or no, program spaces such as the library and other space for accessory uses proposed as part of the project.

With the alternative, the effect on visual quality and urban design along Oak Street would differ from the project; the alternative design would create a varying rectangular profile for the new construction on the 70 Oak Street site. A 20-foot-wide portion of the building would be at 80 feet in height, and the remaining, approximately 50-foot-wide portion would not exceed 65 feet in height. By comparison, the project would have a regular rectangular shape.

Alternative B would create less shadow than the proposed project on nearby sidewalks; wind conditions would be similar to the proposed project. Because the amount of excavation on the site would not change, the effect of the alternative on geology and soils, hydrology and dewatering, hazards, and archaeological resources would be the same as with the proposed project. Other impacts such as land use, air quality, noise, population, and transportation would be roughly the same, or slightly less than the project.

As with the proposed project, interior demolition, realignment of floor levels, and removal of the original entrance features under Alternative B would undermine the 50 Oak Street building's ability to convey its historical significance, including its eligibility for inclusion in the California Register.

Therefore, as with the proposed project, this alternative would constitute a substantial and adverse change in the significance of an historic architectural resource, which would be considered a significant environmental impact under CEQA.

## **HISTORIC PRESERVATION ALTERNATIVE**

Alternative C, the Historic Preservation Alternative, would conform to the *Secretary of the Interior's Standards for Rehabilitation* to the greatest extent reasonable and feasible while conserving as much of the Conservatory's program as could be accommodated on the site. The alternative would demolish 70 Oak Street and replace it with new construction, as with the project. It would retain and rehabilitate the existing 50 Oak Street building, including its exterior and interior character-defining features, bringing the building into conformity with current structural, systems and accessibility standards. The existing Oak Street and Hickory Street facades for 50 Oak Street would be retained, as with the project. In comparison to the project, which would demolish the existing entry and create a new at-grade entry, the alternative would retain and rehabilitate the main entry, including stairs, ceiling, sidewalls and finishes. Access to the building for the disabled users would be created by converting a basement and first-floor window into a grade-level entrance in one of the bays flanking the main, central entrance. Existing floor levels would be maintained. The Ballroom, a character-defining space, would be retained in its present configuration and used as small recital hall, rather than serving as the raised seating area for a large concert hall as in the project. The other character-defining spaces would also be retained and reused. As with the project, original interior finishes and fixtures in these spaces would be retained wherever feasible.

Given the applicable height limit, retention of the Lodge Rooms in their existing configuration and their location over the Ballroom would preclude the incorporation of the new fifth and sixth floors at the rear of the 50 Oak Street building that are proposed with the project. Retention, under Alternative C, of the existing floor levels in the 50 Oak Street building and aligning these floor levels in the new construction at 70 Oak Street would also result in one less floor in the new construction at the 70 Oak Street site than with the proposed project. The use of the Lodge Rooms for music instruction, practice or performance would be precluded because the floor slab under the Lodge Rooms would not have adequate acoustic separation from the Ballroom below nor provide adequate structural support for the necessary acoustic separation between the Lodge Rooms.

The net result of the Historic Preservation Alternative would be about 20 percent less program space than with the proposed project; there would be 30 percent fewer studios, practice rooms, and classrooms. No space would be available for faculty offices unless other program space were

eliminated. Thus, with Alternative C, the space for use by the Conservatory of Music would be reduced and would not meet the Conservatory's objectives to provide three acoustically designed performance spaces and to increase enrollment.

The effects of this alternative on land use, population, employment and housing, transportation, air quality, noise, and growth inducement would be similar to, or less than, those of the project as proposed, due to less enrollment and fewer and smaller performances. Effects of the alternative on visual quality and urban design, wind, and shadows would be similar to the project. The effect of Alternative C on geology and soils, hydrology and dewatering, hazards, and archaeological resources would be the same as the project.

The overall architectural integrity of the 50 Oak Street building, both interior and exterior, would be substantially retained under this alternative. The modification of windows and the building's granite base to create an at-grade entrance would be done in order to meet disabled accessibility requirements. Work would occur recessed within the existing bay configuration and would not entail the removal of distinctive character-defining features. Work would likely be found to meet the Secretary of the Interior's Standards for Rehabilitation. It would therefore not be expected to constitute a substantial adverse change in the significance of an historical resource under CEQA Guidelines, Section 15064.5(b)(1)(2).



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## **II. PROJECT DESCRIPTION**

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### **A. INTRODUCTION**

The project sponsor, the San Francisco Conservatory of Music, proposes to develop a new facility in the Civic Center. The architectural firm for the project is the San Francisco division of Simon Martin-Vegue Winkelstein Moris (SMWM), with Page and Turnbull as historic preservation architect. The Conservatory would relocate to the new facility from 1201 Ortega Street and Nineteenth Avenue. The project site is Lots 5 and 7 of Assessor's Block 834. It is currently occupied by two buildings: a four- to five-story, 61,000-gross-square-foot (gsf) building at 50 Oak Street; and a three- to four-story, 30,000-gsf building at 70 Oak Street, a total of 91,000 gsf.

The project would develop one structurally integrated facility for the Conservatory on the two lots. The facility would contain approximately 125,000 gsf. The address of the building would be 50 Oak Street. The existing 70 Oak Street building would be demolished. Project work at the existing 50 Oak Street building would consist of a seismic upgrade and major alteration that would connect with new construction on the 70 Oak Street site. No parking or loading dock is proposed.

### **B. OBJECTIVES OF THE PROJECT SPONSOR**

The San Francisco Conservatory of Music was founded in 1917, for the teaching and performance of music. The Conservatory seeks a new home to increase the school facility size, to enhance the existing programs, and to add new programs. The Conservatory believes that the new location in the cultural hub of the Civic Center of San Francisco would enable more artistic collaborations, artistic and intellectual cross-pollination, and additional opportunities for interaction between the students and world figures in music. The following items outline some of the objectives for the proposed project, as expressed by the Conservatory of Music:

- Establish a new and expanded home for the San Francisco Conservatory of Music with world-class, state-of-the-art facilities for musical education and performance. As compared to the Conservatory's current, cramped quarters, the expanded facility should provide both increased area per student and room for increase in enrollment.

## II. Project Description

- Provide a facility with a variety of specialized spaces, adapted to the special needs of musical education, including classrooms, studios, practice rooms, and performance spaces, as well as facilities to accommodate new and expanded programs, such as improvisation and choral music.
- Provide a facility with spaces that are all acoustically isolated from one another and from the external environment and that have dimensions, finishes, volumes, acoustical properties and other features appropriate to the specialized use.
- As public performance is a critical component of each student's musical education, provide at least three state-of-the-art performance venues, each with excellent acoustics. These performance spaces would comfortably accommodate a range of audience sizes and a variety of performance types, and become destination venues for supportive public audiences. Provide one concert hall to accommodate a full orchestra on stage plus chorus, with seating for an audience of approximately 400 people.
- Relocate the Conservatory to San Francisco's Civic Center to provide improved accessibility to public transportation for faculty, students, and the public attending performances, and to eliminate travel for the many faculty who are also members of other Civic Center arts organizations and for students who attend and participate in other Civic Center arts organizations and educational facilities.
- Provide a facility located in the Civic Center to deepen the Conservatory's interactions with, and create synergy with, other schools and arts organizations, including opportunities for shared programs and spaces, and to allow the Conservatory to improve its outreach programs and to strengthen its connection to the public for on-campus performances.
- Provide a facility to advance the Conservatory's position as one of the premiere musical education institutions in the world and help to attract the world's most talented students and faculty.
- Create a high-quality, aesthetically pleasing project that conveys and reinforces the Conservatory's identity and its commitment to both contemporary and traditional musical expression.

### C. PROJECT LOCATION

The project site is on the half block bounded by Oak, Franklin, and Hickory Streets and Van Ness Avenue. (See Figure 1: Project Location.) It is about one-half block south of the Civic Center and less than one block north of Market Street. It is on the north side of Oak Street, between Van Ness Avenue and Franklin Street, occupying approximately 17,700 sq. ft. (0.41 acres) of land area. The immediate vicinity of the project site contains a mix of residential; commercial (office





and retail); institutional (educational); City office; arts, performance and entertainment; and parking uses.

### D. PROJECT CHARACTERISTICS

#### EXISTING BUILDINGS

The entire project site is occupied by two buildings, 50 and 70 Oak Street. Both buildings have vacant space and spaces used for dance, performance and physical fitness uses, offices, and studios. The 50 Oak Street building, to be seismically upgraded and altered, was built in 1914 and contains approximately 61,000 gsf; it occupies the whole of Lot 5. Originally known as the Young Men's Institute and later as the International Center, it is a four- to five-story, 75-foot- to 87-foot-tall (97 feet at the top of the parapet) steel-and-concrete structure over a two-level basement. A ballroom is located on the first floor. A gymnasium and swimming pool located on the two basement floors are currently closed. The 70 Oak Street building, to be demolished, was built in 1923 and occupies the whole of Lot 7. The 53-foot- to 77-foot-tall, 30,000-gsf concrete-and-brick building has three to four stories and one basement level. A gymnasium and handball courts are located at the basement to the second-floor levels; they are currently closed.

Both buildings are in the Beaux Arts tradition. The 50 Oak Street building is a Category II, Significant building, under Article 11 of the San Francisco Planning Code; it contains character-defining architectural features, including three-story, terra cotta, Ionic columns and a decorative sheet-metal cornice topped by terra cotta ornament, with ornamental architectural emphasis along the Oak Street facade. The 70 Oak Street building is identified in the San Francisco Architectural Heritage Downtown Survey as an Inventory C++ building, of contextual importance. Architecturally, it is not as detailed or ornate as the 50 Oak Street building; the main decorative feature below its metal sheet cornice is a horizontal band corresponding to the fretwork on the base of the 50 Oak Street building.<sup>1</sup>

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<sup>1</sup> The descriptive information in this paragraph is from the Page & Turnbull, *Historic Resources Study for the San Francisco Conservatory of Music 50 and 70 Oak Street, San Francisco, California*, (hereinafter "Page & Turnbull, *Historic Resources Study*") February 25, 2002, revised June 6, 2002. This report is on file with the San Francisco Planning Department, 1660 Mission Street, and is available for review by appointment as part of the project file.

### PROPOSED PROJECT

The proposed project would provide a new facility for the Conservatory of Music among the other cultural uses in the Civic Center. The project includes seismic upgrade and major alteration of the existing 50 Oak Street building; and demolition of the existing 70 Oak Street building and replacement with a new, six-story structure. The four to five floors and two basement levels of the existing 50 Oak Street would be reconfigured to create six floors and two basement levels; the building interior would be demolished, except for the Ballroom, most of which would be retained and altered. Most of the building's exterior shell would remain, as follows. The Oak Street and Hickory Street facades would be retained and reused, as discussed below. All four facades would be seismically strengthened and supported by the new structure constructed within. Existing openings in the west wall in 50 Oak would be filled and new openings constructed. The new construction would be structurally integrated into one facility on the two lots, with one address: 50 Oak Street.

The project would retain and reuse the Oak Street and Hickory Street facades of the 50 Oak building, retaining and repairing historic exterior detailing and ornamentation under the supervision of the project's preservation architect. Alteration of the Oak Street facade would entail demolition of the main entryway, including the entry stair, walls, ceiling, and entry doors, and construction of a redesigned entry in the same facade opening located at street level that would meet Americans with Disabilities Act (ADA) requirements; and removal of non-original fire escape ladders. Alterations along the Hickory Street facade would include realignment of two ground-floor exit doors, removal and infill of two fourth-floor exit doors, construction of new fifth-floor windows, and removal of original fire escape ladders. Except for most of the Ballroom, all of the interior of the building, and most of the structure, would be demolished and the replacement floors realigned. Reconfiguration and realignment of the floors at 50 Oak Street (including one to two new, additional floors) would not change the visual appearance of the Oak Street facade, as new floors would be constructed behind the existing spandrels or would be recessed one bay width from the facade. Some interior finishes and features would be salvaged and reused in the building. Plans include adaptive reuse of most of the Ballroom for concert hall seating. The Ballroom floor would be replaced, existing finishes would be restored, and acoustic materials added as required to meet programmatic needs of the Conservatory. The Ballroom would be structurally integrated into the new construction to ensure seismic stability. Construction of a new, partial, sixth floor facing Hickory Street would conform to the 80-foot height limit. The existing areas where the nonconforming building height exceeds 80 feet would remain. The 80-foot-tall, new construction on the site of the demolished 70 Oak Street building would include a contemporary facade, adjoining 50 Oak Street. To construct the proposed

basement area, the existing floor level of the basement would be lowered by approximately five feet. (See Figure 2, Proposed Oak Street Elevation (South); Figure 3, Proposed Hickory Street Elevation (North); Figure 4, Proposed Franklin Street Elevation (West); Figure 5, Proposed Building Section; and Figure 6, Change in Massing: View from Hickory Street, pp. 30-34.)

The proposed development totaling approximately 125,000 gsf would include about 19,200 gsf of performance space, including a concert hall, recital hall, and salon (small recital hall); 17,000 gsf of performing support space (backstage and warm-up areas); 26,500 gsf of educational studios and spaces (approximately 11 classrooms, 37 rehearsal and practice rooms, and 50 teaching studios and offices); 7,500 gsf of administrative offices; 7,000 gsf of library space; 21,600 gsf of corridor and circulation space; and 26,200 gsf of service and storage space. Of the total area, approximately 98,500 sq. ft. are applicable to the FAR under the Planning Code.<sup>2</sup> The net increase in floor area on the site would be approximately 34,000 gsf (125,000 gsf proposed - 91,000 gsf existing space = 34,000 gsf).

A lobby, concert hall, support facilities for the performance halls, and two classrooms would be located on the first floor; the audience chamber for the concert hall would be in the existing Ballroom at 50 Oak Street; the performance stage and support areas would be built within the newly constructed portion on the site of the demolished 70 Oak Street building. The second through fifth floors would contain classrooms, studio spaces, conference room, lounge, and faculty and administrative offices. The sixth floor would contain the library, listening room, and studio spaces surrounding an outdoor terrace area. The two basement levels would contain the recital hall and salon, studio spaces, classrooms, recording rooms, and storage spaces and other support facilities. (See Figures 7-15: Floor Plans, pp. 35-43.)

The main entrance to the project would be at 50 Oak Street, and two exit doors would face Hickory Street. There would be no off-street parking for the project; none is required in the C-3 Districts. Loading would be on-street at a designated entrance on Hickory Street; no loading dock is required under San Francisco Planning Code Section 161(h), and none is proposed.

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<sup>2</sup> In accordance with Section 102.9 of the San Francisco Planning Code. See letter from Lawrence Badiner, San Francisco Zoning Administrator, to Harry O'Brien dated September 20, 2001. The floor area attributed to the floor area ratio (FAR) for the project would be about 98,500 sq. ft. Approximately 12,325 sq. ft. of performance space, 6,925 sq. ft. performance support space, and 7,250 sq. ft. of auxiliary/building services space would be excluded from the gross floor area of the project for the purpose of calculating the FAR. This letter is on file with the San Francisco Planning Department, 1660 Mission Street, and is available for review by appointment as part of the project file.





SOURCE: SMWM Architecture and Turnstone Consulting

**50 OAK STREET**  
2001.0862E

**FIGURE 2: PROPOSED OAK STREET ELEVATION (SOUTH)**

EIR/6.18.02

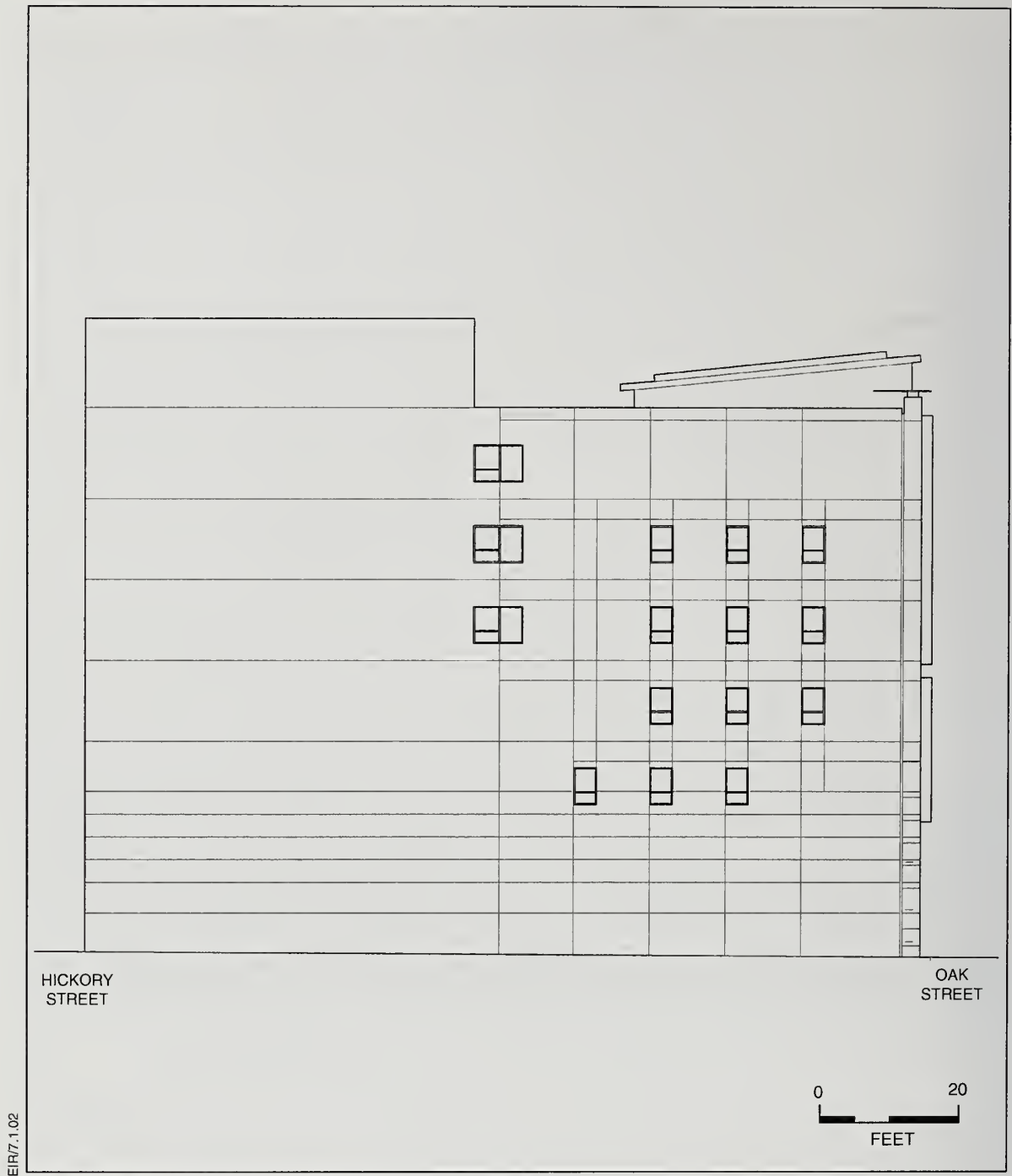


SOURCE: SMWM Architecture and Turnstone Consulting

50 OAK STREET

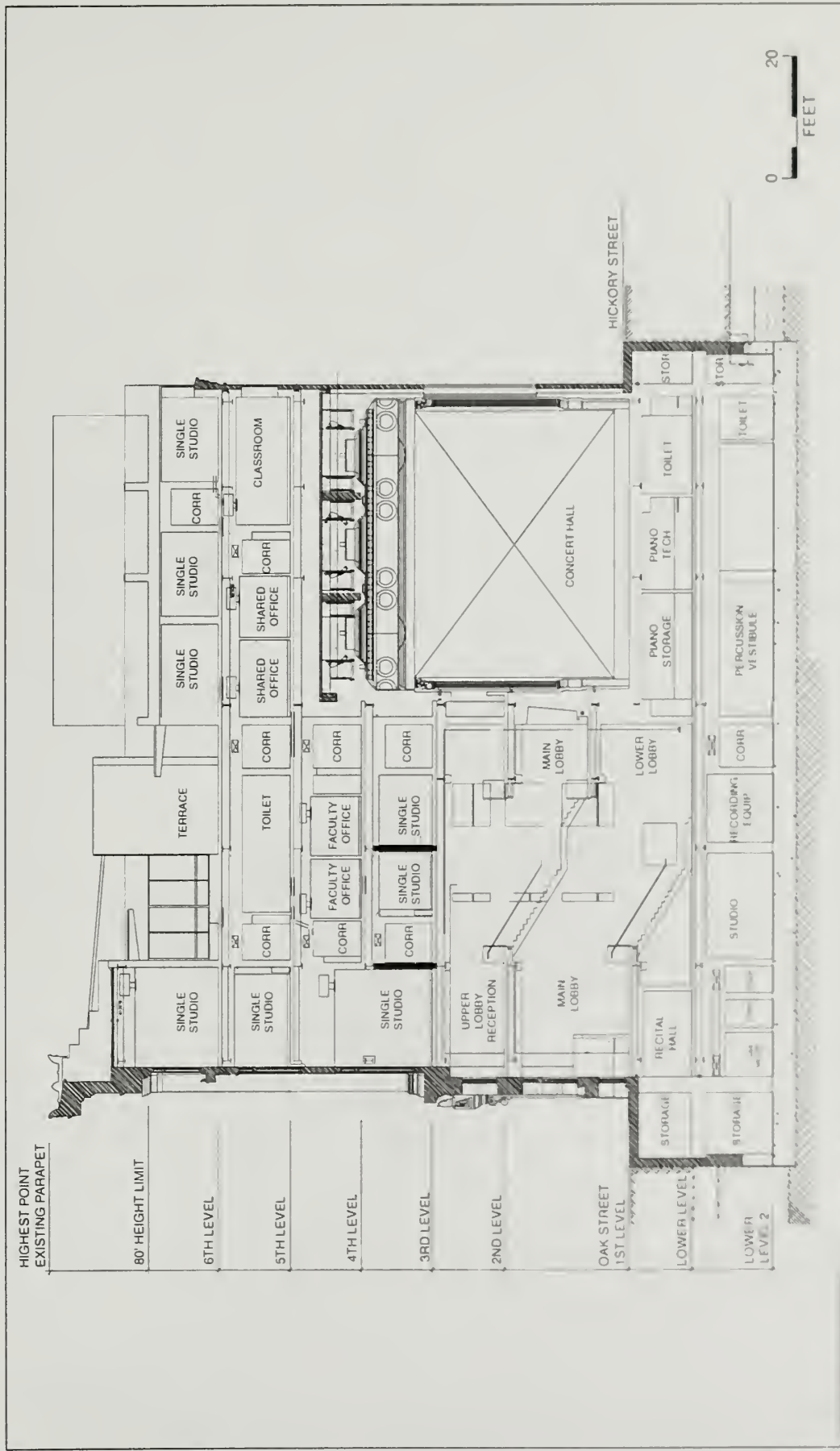
2001.0862E

FIGURE 3: PROPOSED HICKORY STREET ELEVATION (NORTH)



SOURCE: SMWM Architecture and Turnstone Consulting



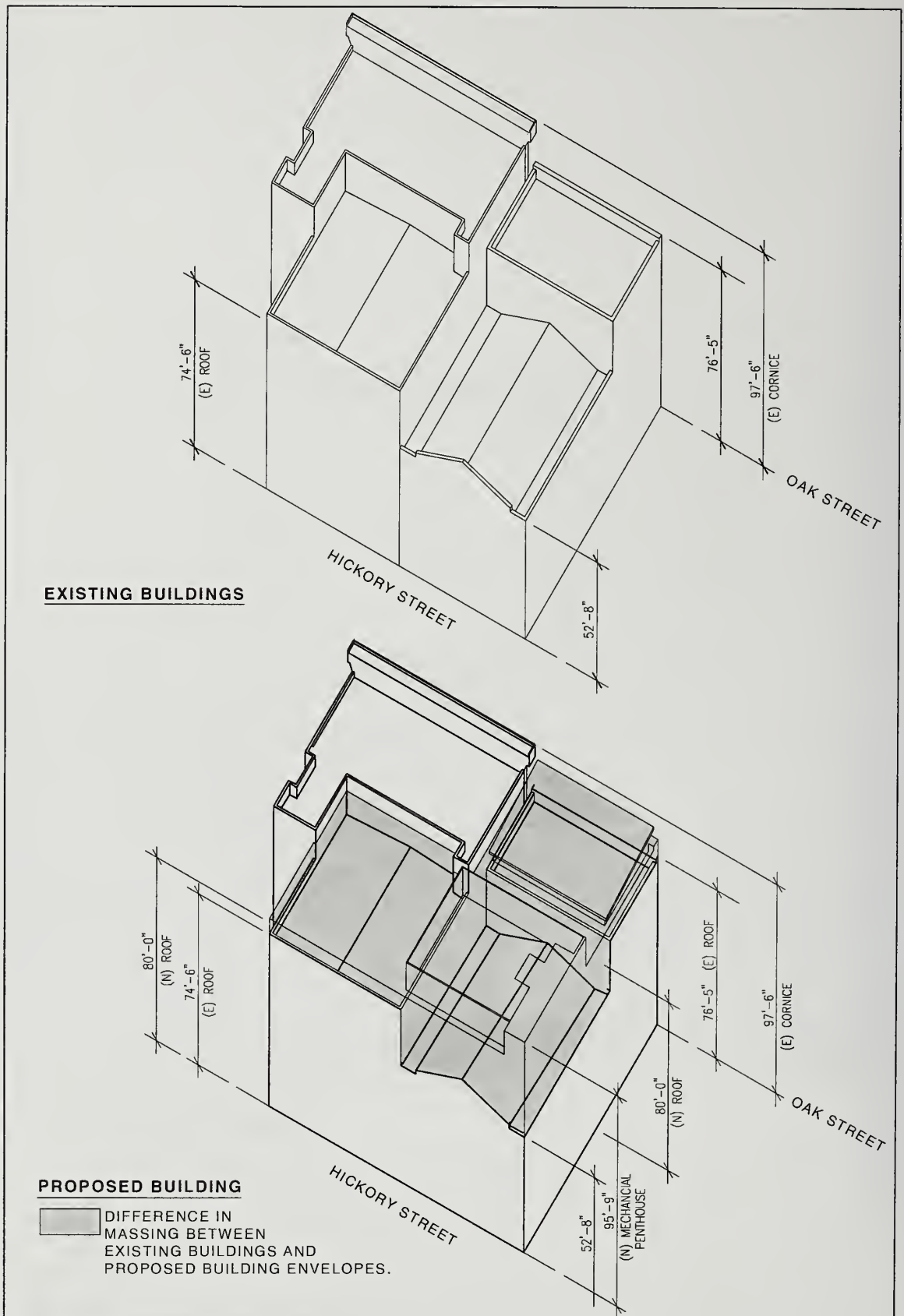


SOUTH  
 NPNV Architecture and Turnstone Consulting

50 OAK STREET

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FIGURE 5: PROPOSED BUILDING SECTION



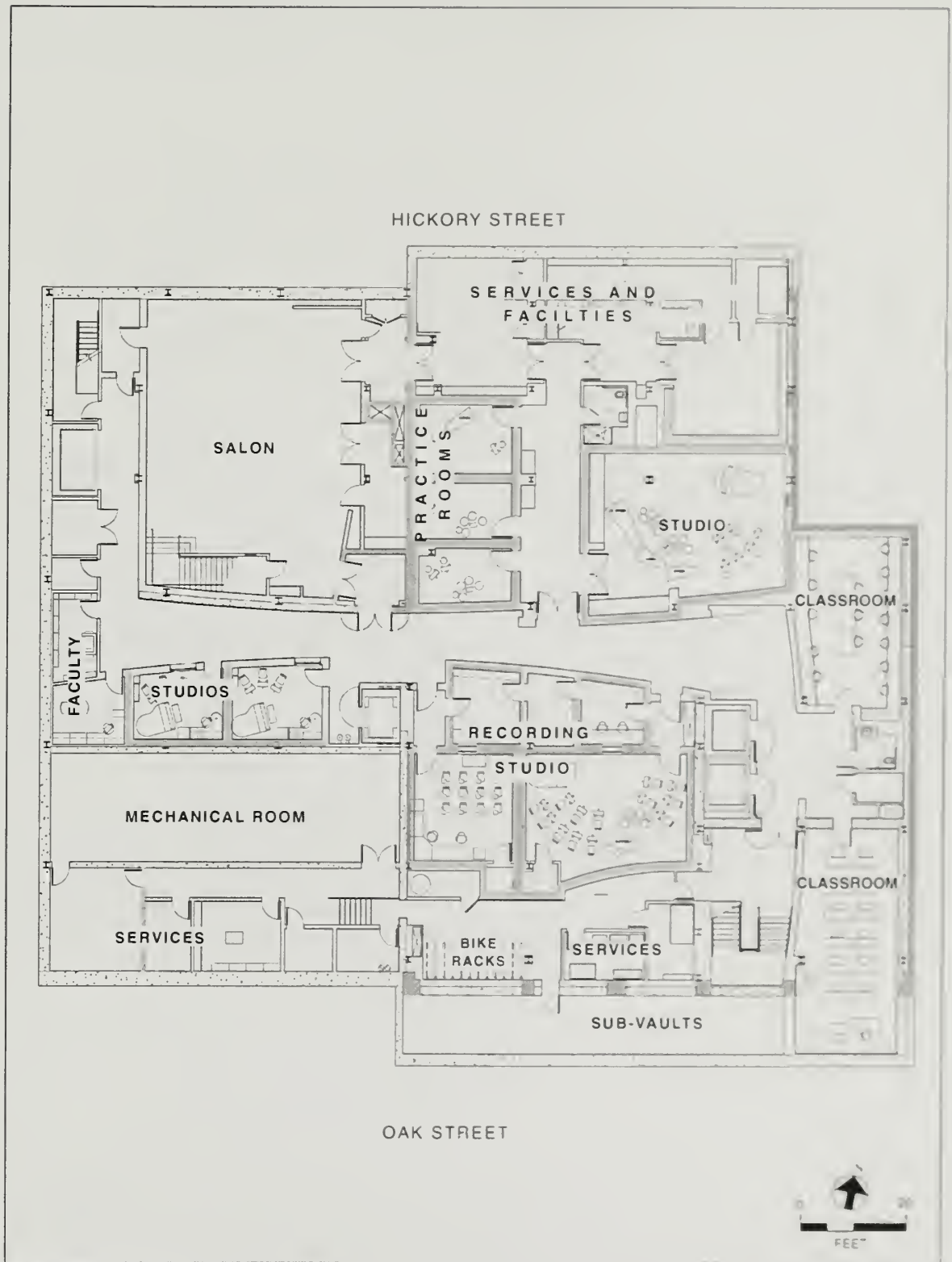
SOURCE: SMWM Architecture and Turnstone Consulting

**500 OAK STREET**

2001.0862E

**FIGURE 6: CHANGE IN MASSING: VIEW FROM HICKORY STREET**

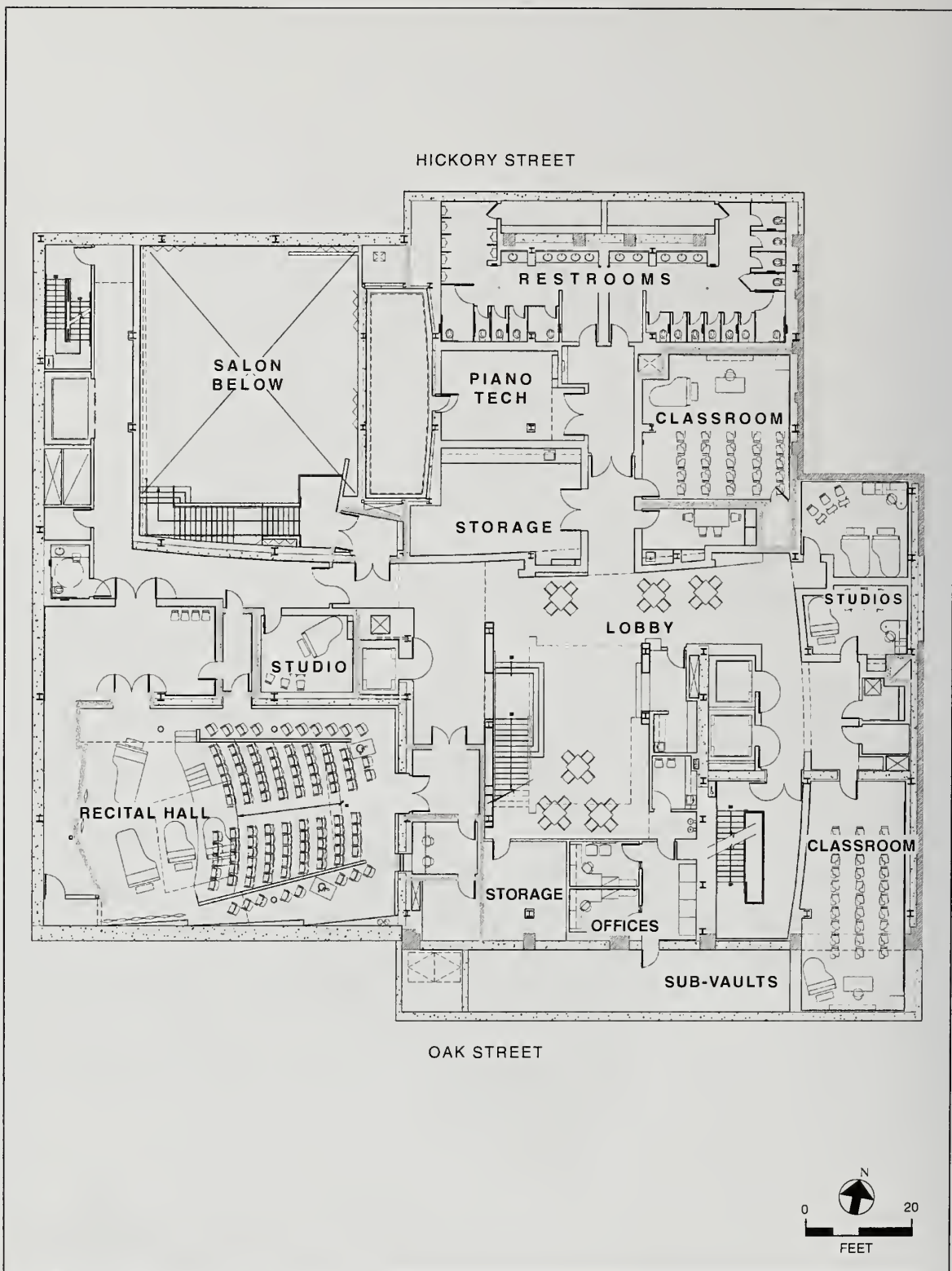
EIR 7.1.02



SOURCE: SMWM Architecture and Turnstone Consulting



EIR/7: 1.02

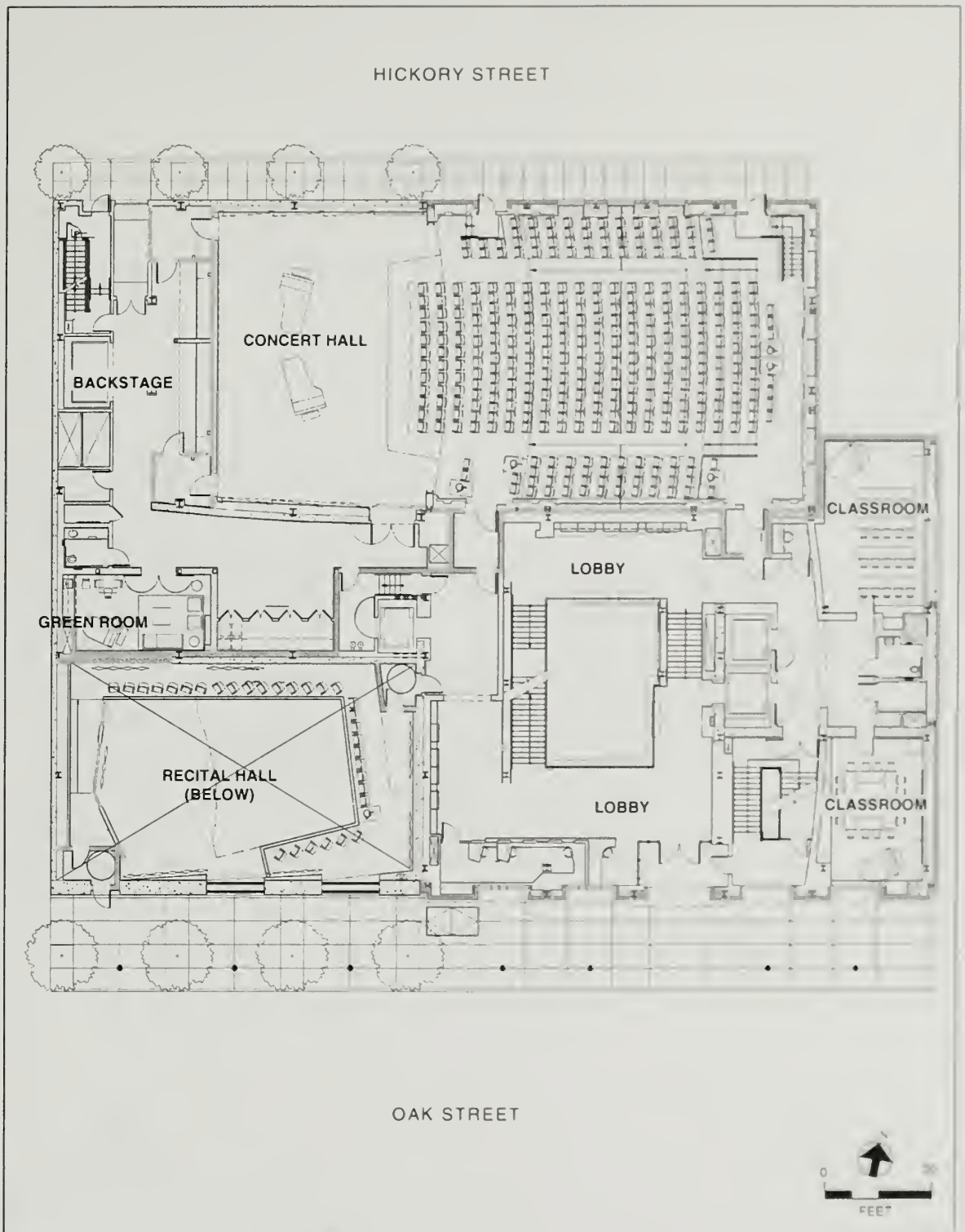


SOURCE: SMWM Architecture and Turnstone Consulting

50 OAK STREET  
2001.0862E

FIGURE 8: PROPOSED FIRST BASEMENT

EIR7.18.02

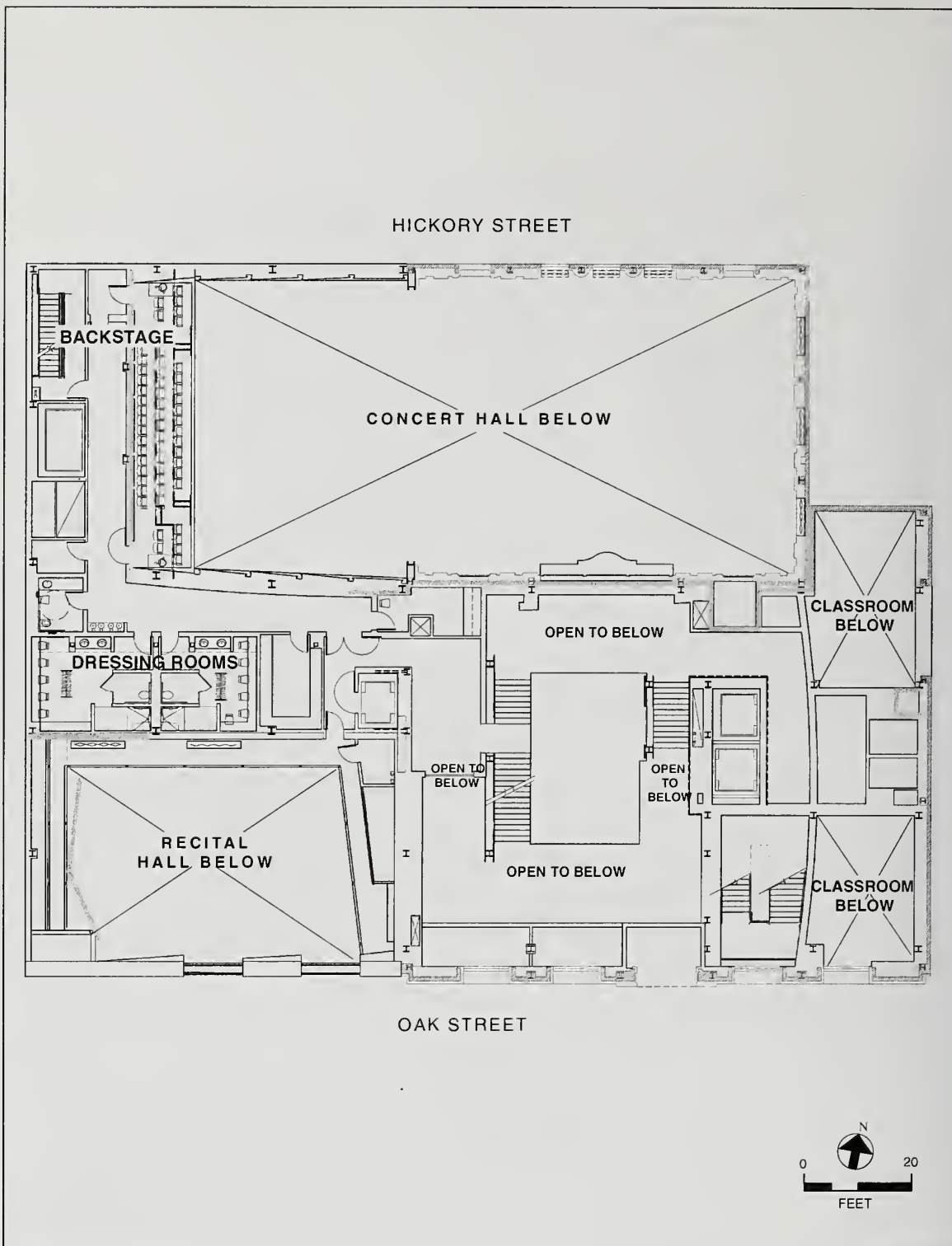


SOURCE: SMWM Architecture and Turnstone Consulting

**50 OAK STREET**  
2001.0862E

FIGURE 9: PROPOSED FIRST-FLOOR PLAN

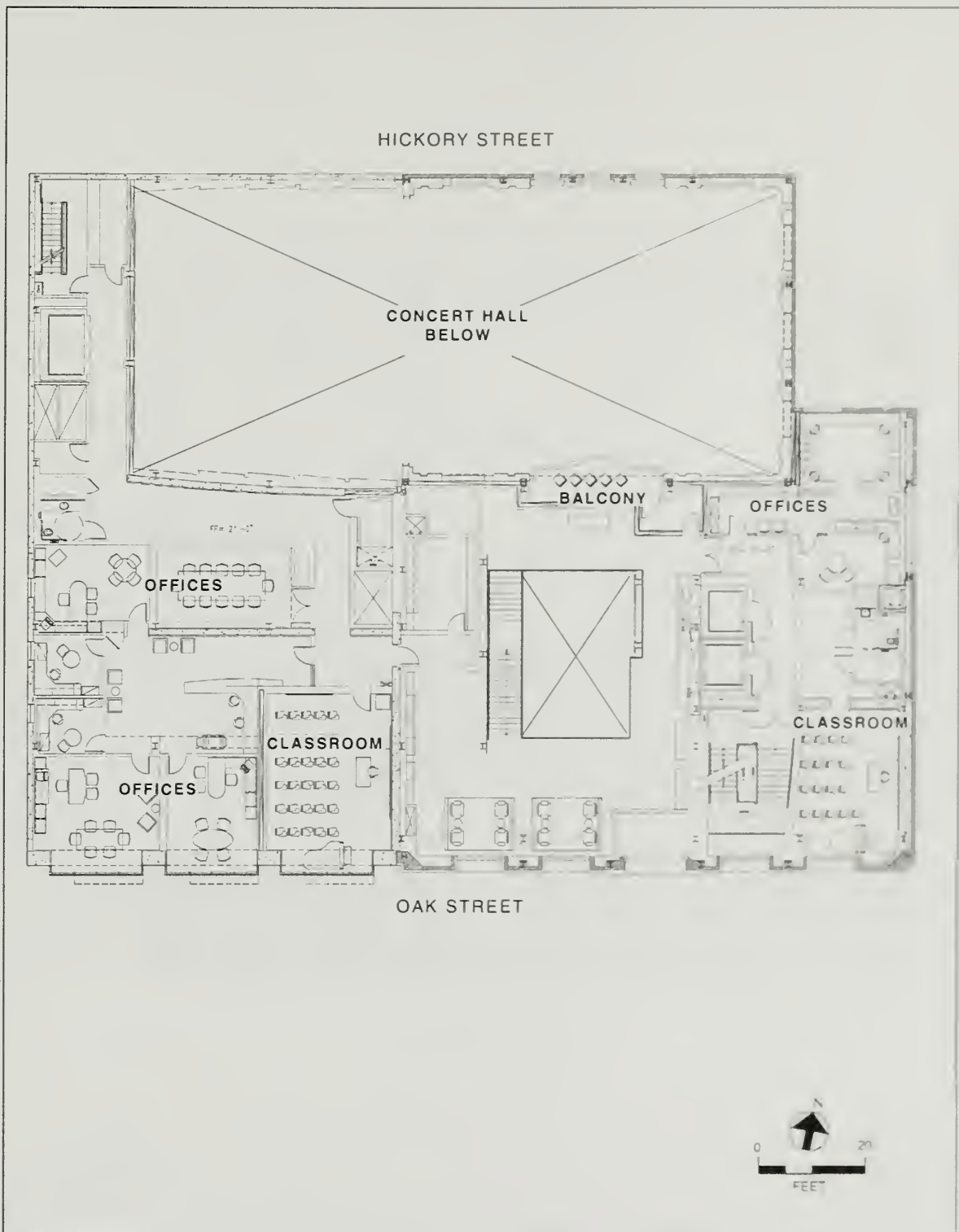
EIR/7.1.02



SOURCE: SMWM Architecture and Turnstone Consulting



EIR/9.7.02

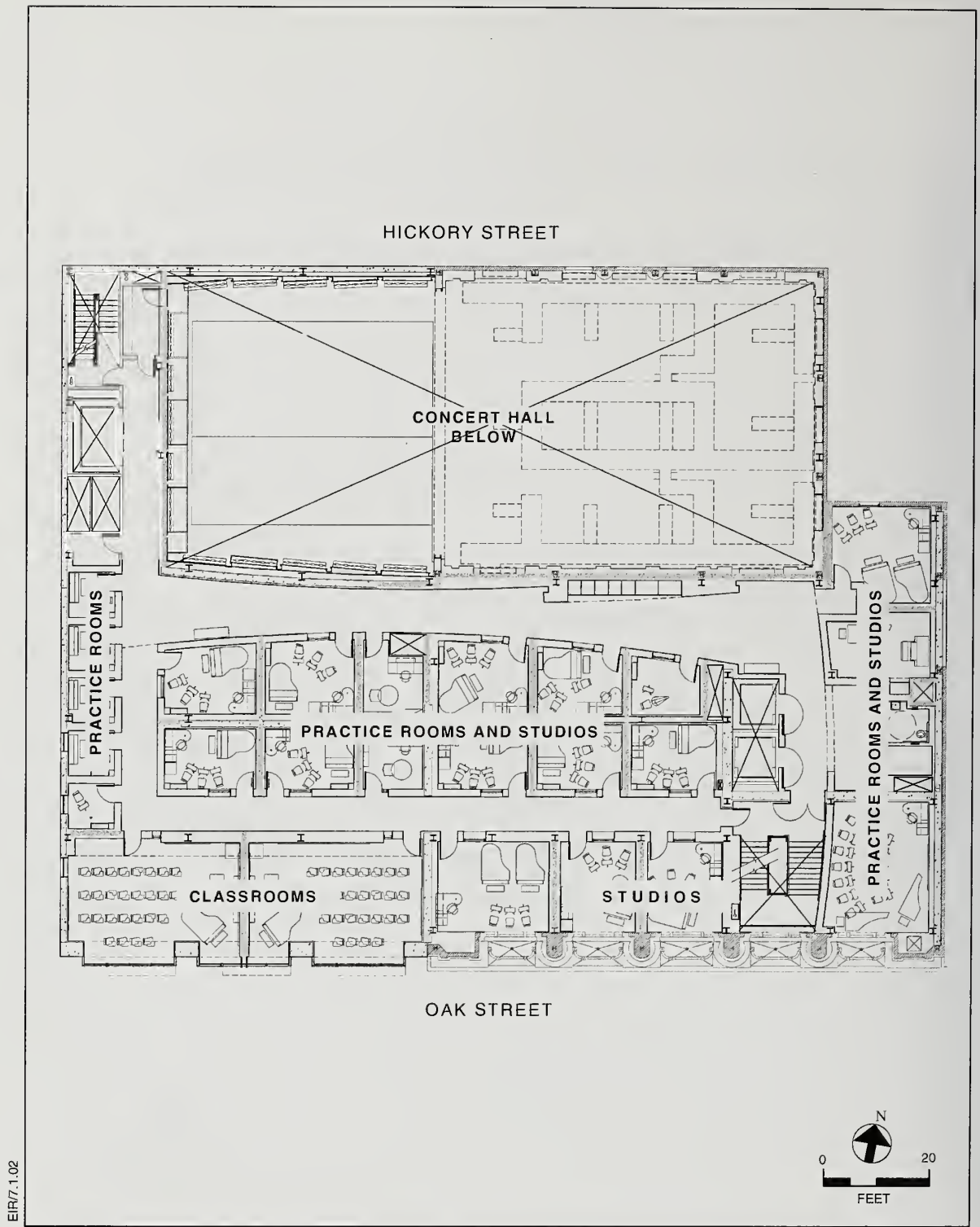


SOURCE: SMWM Architecture

50 OAK STREET

2001.0862E

FIGURE 11: PROPOSED SECOND-FLOOR PLAN

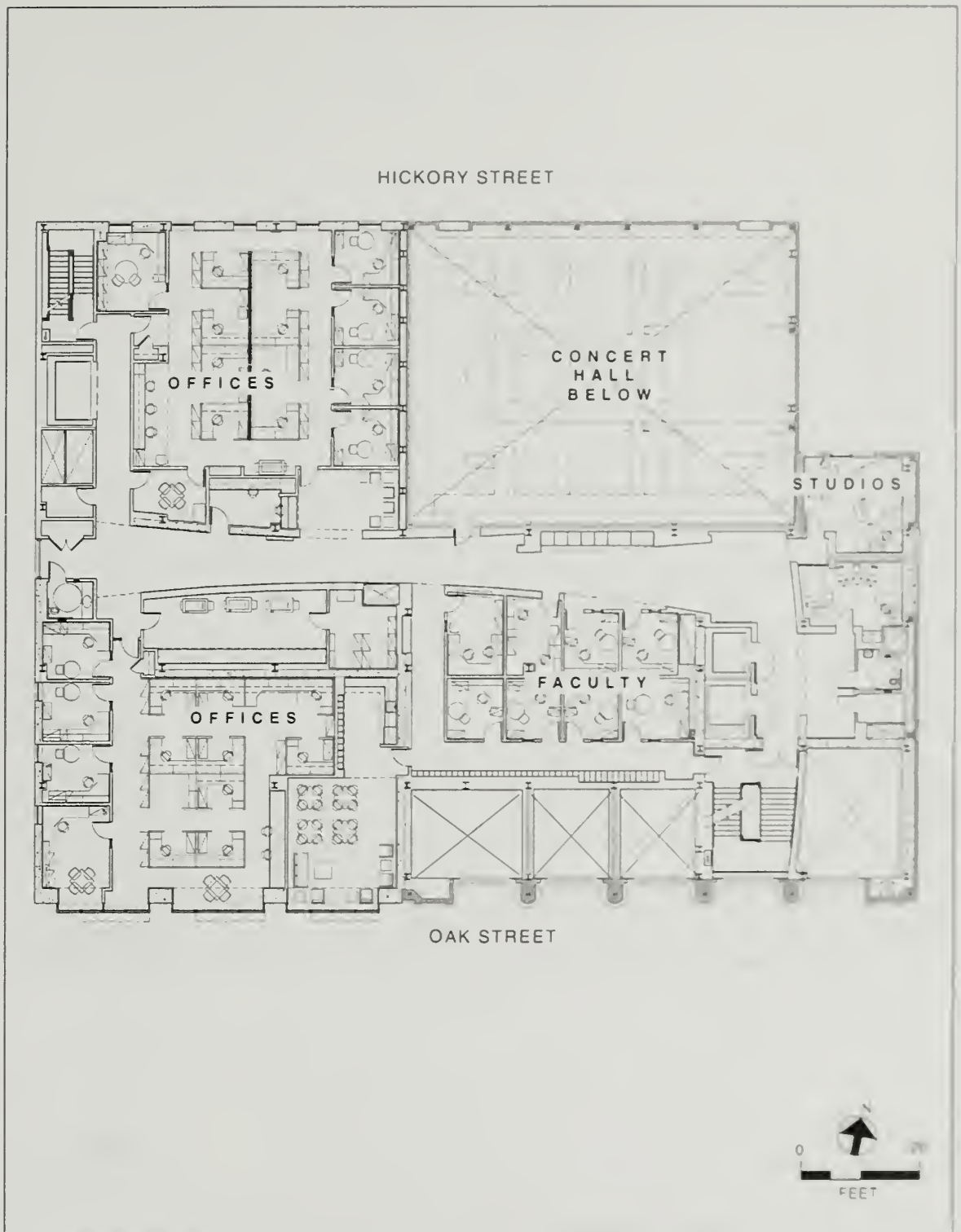


SOURCE: SMWM Architecture and Turnstone Consulting

50 OAK STREET  
2001.0862E

FIGURE 12: PROPOSED THIRD-FLOOR PLAN

EIR/7.1.02



SOURCE: SMWM Architecture

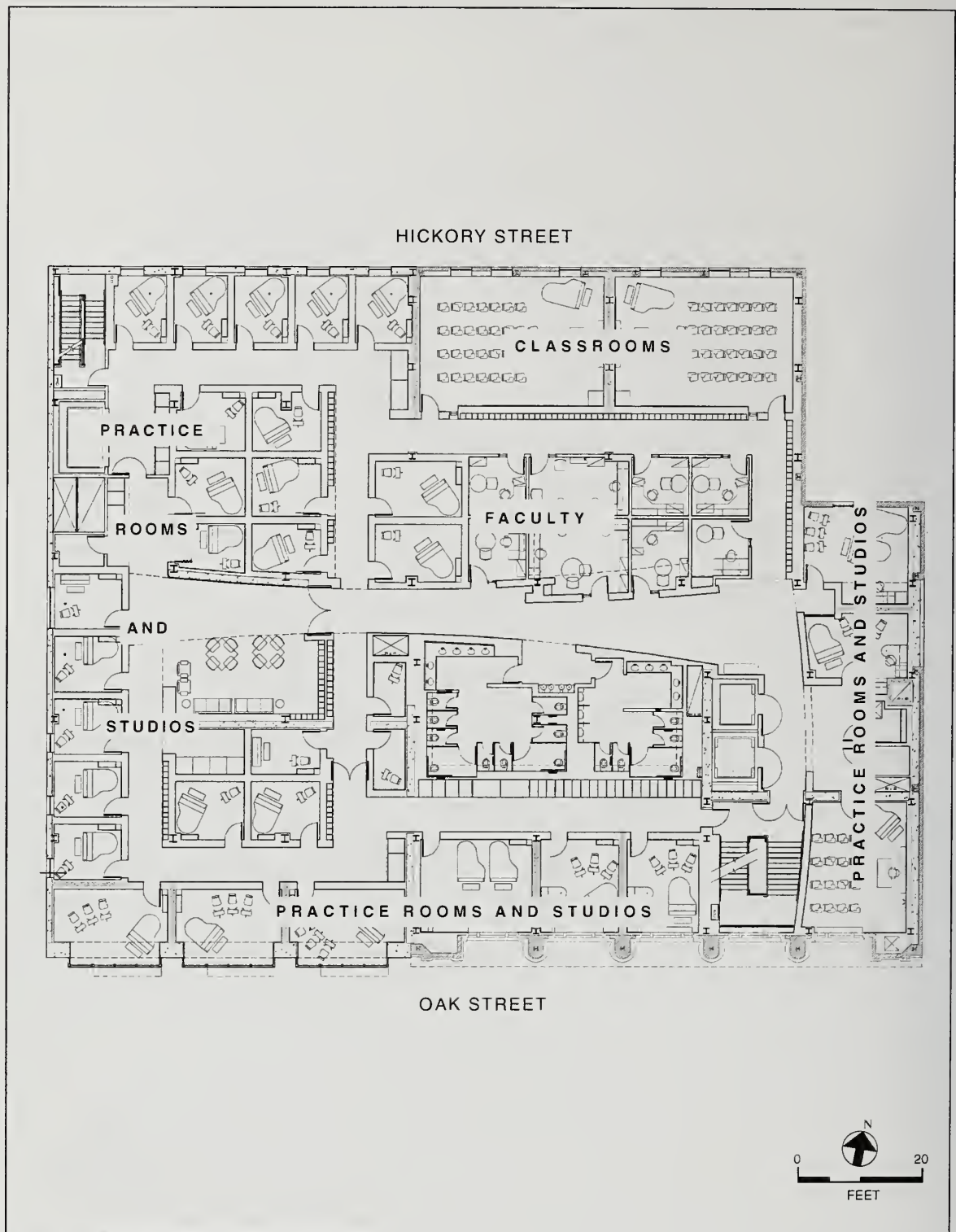
50 OAK STREET

2001.0862E

FIGURE 13: PROPOSED FOURTH-FLOOR PLAN



EIR/7.1.02



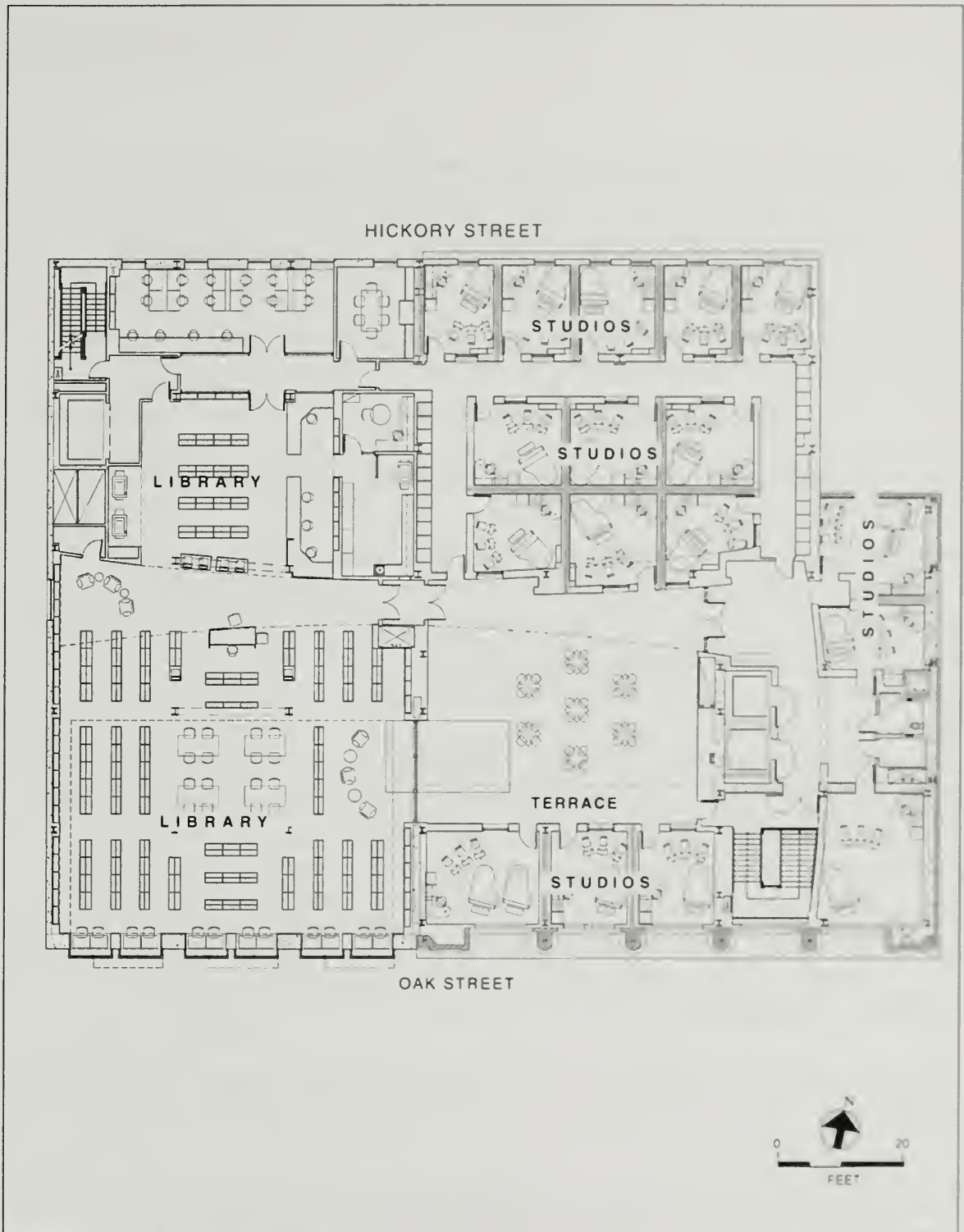
SOURCE: SMWM Architecture and Turnstone Consulting

50 OAK STREET

2001.0862E

FIGURE 14: PROPOSED FIFTH-FLOOR PLAN

EIR/6-18-02



SOURCE: SMWM Architecture and Turnstone Consulting

50 OAK STREET

2001.0862E

FIGURE 15: PROPOSED SIXTH-FLOOR PLAN

Sub-sidewalk vaults for storage, and a transformer are proposed within the Oak and Hickory Streets rights-of-way, outside both the northern and southern property lines of the project site. Existing vaults are located within these rights-of-way and the project calls for the retention of these areas within the existing footprints (adjacent to the site of 50 Oak Street) and the removal of the existing vault (adjacent to the 70 Oak Street parcel) to construct a utility vault approximately 1/5th the size of the existing vault. To construct the vaults, a revocable sidewalk encroachment permit would be requested from the Department of Public Works. Street trees would be planted and street lamps installed in the Oak Street sidewalk, according to Planning Code requirements.

### E. APPROVALS REQUIRED AND PROJECT SCHEDULE

Before any discretionary project approvals may be granted for the project, the Planning Commission must certify the Environmental Impact Report as accurate, objective, and adequate. This Draft EIR will first undergo a public comment period as noted on the cover, during which time the Planning Commission will hold a public hearing on the Draft EIR. Following the close of the public comment period, the Planning Department will prepare and publish a Draft Summary of Comments and Responses, containing a summary of all substantive comments received and the Department's responses. It may also specify changes to the Draft EIR. The Draft EIR, together with the Summary of Comments and Responses, including revisions to the Draft EIR, if any, will be considered by the Planning Commission in a public meeting and presented to the Planning Commission for certification. The Commission and other decision makers will consider the information in the Final EIR in their deliberations on the project. As noted, no approvals or permits may be issued prior to EIR certification.

#### APPROVALS REQUIRED

The project would require the following review and approval actions (acting bodies are shown in italics):

- **Permit to Alter a Category II, Significant Building.** *Landmarks Preservation Advisory Board review and recommendation and Planning Commission review and approval.* The project requires approval of a Permit to Alter the 50 Oak Street building, a Category II, Significant building under Article 11 of the San Francisco Planning Code. Article 11 of the Planning Code is intended to preserve buildings and areas "of special architectural, historical and aesthetic character" and is applicable in the C-3 (Downtown) Districts. Under Article 11, "Major Alterations" require review and advice by the Landmarks Preservation Advisory Board, and review and approval by the Planning Commission. A "Major Alteration" is defined in Planning Code Section 1111.1 as an alteration that



would “substantially change, obscure or destroy exterior character-defining spaces, materials, features or finishes”; “affect all or any substantial part of a building’s structural elements, exterior walls or exterior ornamentation”; or would occur “by virtue of construction which results in a substantial addition of height above the height of the building.”

Planning Code Section 1111.6 sets forth Permit to Alter standards that the Landmarks Preservation Advisory Board and Planning Commission will apply in their review of the Permit to Alter.

- **Planning Code Section 309: Permit Review in C-3 Districts.** *Planning Commission review and approval.* The project requires approval of new construction and substantial alterations to existing buildings in the downtown C-3 District. Planning Code Section 309 provides procedures governing review of development in the C-3 Districts. Under Planning Code Section 309, the Planning Commission has broad authority to impose additional requirements on the project design, as conditions of approval, to further the objectives and policies of the General Plan. Section 309 also provides procedures for allowable exceptions to certain Code requirements, and for reviewing compliance with certain Code requirements relating specifically to downtown development, including the request for an allowable exception to bulk limits (discussed below).
- **Planning Code Section 272: Bulk Limits: Special Exceptions in C-3 Districts.** *Planning Commission review and approval.* The project sponsor is requesting an allowable exception to upper bulk limits. Section 270 limits the bulk of a building above 65 feet to a maximum length of 110 feet and a maximum diagonal linear measurement of 140 feet. The project would exceed these limits by measuring approximately 155 linear feet in length and 190 linear feet diagonally. That is, the top 15 feet of the building would exceed the maximum length by about 45 feet and the maximum diagonal length by about 50 feet. Planning Code Section 272 provides for exceptions to bulk limitations in the C-3 Districts and criteria for review of such requests. Review by the Planning Commission of the request for an exception under Section 272 will take place as part of Section 309 review.
- **Lot Line Adjustment.** *Planning Director review and approval and Department of Public Works review and approval.* The project sponsor is requesting review and approval of a lot line adjustment to merge Lots 5 and 7.
- **Revocable Sidewalk Encroachment Permit.** *Department of Public Works review and approval.* The project sponsor is requesting Department of Public Works approval of a revocable sidewalk encroachment permit to construct, reconstruct, and use sub-sidewalk vaults within the Oak and Hickory Streets rights-of-way.

In addition to the above approvals, the project sponsor is requesting Planning Commission acceptance of an abbreviated Institutional Master Plan for a post-secondary educational

institution in San Francisco. The Institutional Master Plan will describe the existing and anticipated future development of the institution under Planning Code Section 304.5.

### **PROJECT SCHEDULE**

The project sponsor expects environmental review, project review, and detailed design to be completed by early 2003. Construction of the proposed project would take approximately 26 to 28 months. The Conservatory of Music plans to complete the project prior to the start of the school year in the fall of 2005.

## **F. GENERAL PLAN GOALS AND POLICIES**

### **GENERAL PLAN PRIORITY POLICIES**

Before approving a permit for any project requiring an initial study under the California Environmental Quality Act (CEQA), or issuing a permit for any demolition, conversion or change of use, the City is required to find that the proposed project is consistent with the eight General Plan Priority Policies established by Planning Code Section 101.1 (Priority Policies). The Planning Commission's review of the project for consistency with the Priority Policies will take place as a component of its review of the required Planning Code approvals outlined in the Project Approvals section, above. The Priority Policies are preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; earthquake preparedness; landmark and historic building preservation; and protection of open space.

### **GENERAL PLAN**

The Planning Commission, Landmarks Preservation Advisory Board, and other City decision makers will evaluate the proposed project in the context of applicable objectives and policies of the General Plan, including those in the Downtown Area Plan and Civic Center Area Plan, and will consider potential conflicts with the General Plan as part of the decision-making process. This consideration of General Plan objectives and policies will be carried out independent of the environmental review process, as part of the decision to approve, modify, or disapprove a proposed project. Potential conflicts with provisions of the General Plan that would cause

physical environmental impacts have been evaluated as part of the impacts analysis carried out for relevant, specific topics in this project's EIR and the Initial Study (see Appendix A). Any potential conflicts with General Plan objectives and policies not identified in the EIR could be considered in the project evaluation process and would not alter the physical environmental effects of the proposed project analyzed in this EIR. Some key objectives, goals, and policies of the San Francisco General Plan, relevant to the project, are as follows:

### **Urban Design Element**

Policy 4: Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

### **Art Element**

Policy II.6.1: Encourage arts education offerings in the community and the schools to include arts and artists from many cultures.

Objective IV.10: Recognize in arts education programs that a partnership among artists, teachers, and arts organizations is essential to create and maintain quality arts education programming.

Policy IV.10.1: Support and increase the participation of artists in San Francisco's arts education programs.

Policy IV.10.2: Support the efforts and dedication of arts teachers who have developed and maintained outstanding programs in the schools.

Goal VI: Enhance, develop, and protect the physical environment of the arts in San Francisco.

### **Commerce and Industry Element**

Objective 7, Policy 3: Promote the provision of adequate health and education services to all geographical districts and cultural groups in the city.

### **Downtown Area Plan**

Objective 12: Conserve resources that provide continuity with San Francisco's past.

Objective 12, Policy 1: Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development

Objective 12, Policy 2: Use care in remodeling significant older buildings to enhance rather than weaken their original character.

Objective 12, Policy 3: Design new buildings to respect the character of older development nearby

Objective 13, Policy 1: Relate the height of buildings to important attributes of the city pattern and to the height and character of existing and proposed development.

Objective 15: Create a building form that is visually interesting and harmonizes with surrounding buildings.



## II. Project Description

Objective 15, Policy 1: Ensure that new facades relate harmoniously with nearby facade patterns.

Objective 15, Policy 2: Assure that new buildings contribute to the visual unity of the city.

Objective 15, Policy 3: Encourage more variation in building facades and greater harmony with older buildings through use of architectural embellishments and bay or recessed windows.

### CIVIC CENTER AREA PLAN

The project site is within the sphere of influence of the San Francisco Civic Center which contains similar types of uses and, therefore, objectives and policies of the *Civic Center Area Plan* may be considered relevant. *The Civic Center Area Plan* of the *San Francisco General Plan* was adopted in 1974 and revised in 1994 for public review. The 1994 review document, the published *Civic Center Study*, reviews policy and development goals for the Civic Center proper as well as “ring” neighborhoods, including North of Market, Mid-Market, South Van Ness, and Hayes Valley. The study proposes strategies to revitalize those areas using existing public resources focused on specific geographic areas to create safe and attractive destinations that will stimulate long-term private sector investments in these areas. The study proposes a goal to achieve a safe, dynamic, and pleasant 24-hour “campus” in the Civic Center and its environs. Relevant objectives and policies in the *Civic Center Area Plan* include the following:

Objective 1: Maintain and reinforce the Civic Center as the symbolic and ceremonial focus of community government and culture.

Objective 1, Policy 2: Maintain the formal architectural character of the Civic Center.

Objective 2: Develop the Civic Center as a cohesive area for the administrative functions of the City, State, and Federal Government, and as a focal point for cultural, ceremonial, and community activities.

Objective 2, Policy 2: Locate civic cultural facilities in the Civic Center.

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### III. ENVIRONMENTAL SETTING AND IMPACTS

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An application for environmental evaluation for the San Francisco Conservatory of Music 50 Oak Street project was filed September 4, 2001. On the basis of an Initial Study published on June 29, 2002, the San Francisco Planning Department determined that an Environmental Impact Report (EIR) was required. The Initial Study determined that the following effects of the project would either be insignificant or be reduced to a less-than-significant level by mitigation measures included in the project and thus required no further analysis in this EIR: land use, visual quality and urban design, population and housing, noise, air quality, shadow, wind, utilities/public services, biology, geology/topography, energy/natural resources, hazards, archaeological resources, and water<sup>1</sup>. Therefore, the EIR does not discuss these topics, except as noted below. (See Appendix A for the Initial Study.)

This chapter assesses the project's potentially significant impacts in the areas of historic architectural resources, transportation, and growth inducement. Land use and zoning are included in this chapter for informational purposes to orient the reader. Not all the impacts presented in this section are physical environmental effects as defined by the California Environmental Quality Act (CEQA). Nonphysical effects are included here for informational purposes only.

#### A. LAND USE AND ZONING

##### LAND USE

##### Existing Land Use in the Vicinity

The project site is in the western portion of the Downtown Plan area of San Francisco. It is about a half-block south of the Civic Center. The Civic Center is identified as the cultural, ceremonial,

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<sup>1</sup> Water usage generated by the project would be considered less-than-significant per Resolution 02-0084, adopted May 14, 2002. In this Resolution, the San Francisco Public Utilities Commission determined that there is sufficient water supply to serve expected development projects in San Francisco through the year 2020. The proposed project would fall within this expected development. This Resolution is on file with the San Francisco Planning Department, 1660 Mission Street, and is available for review by appointment as part of the project file.

### III. Environmental Setting and Impacts

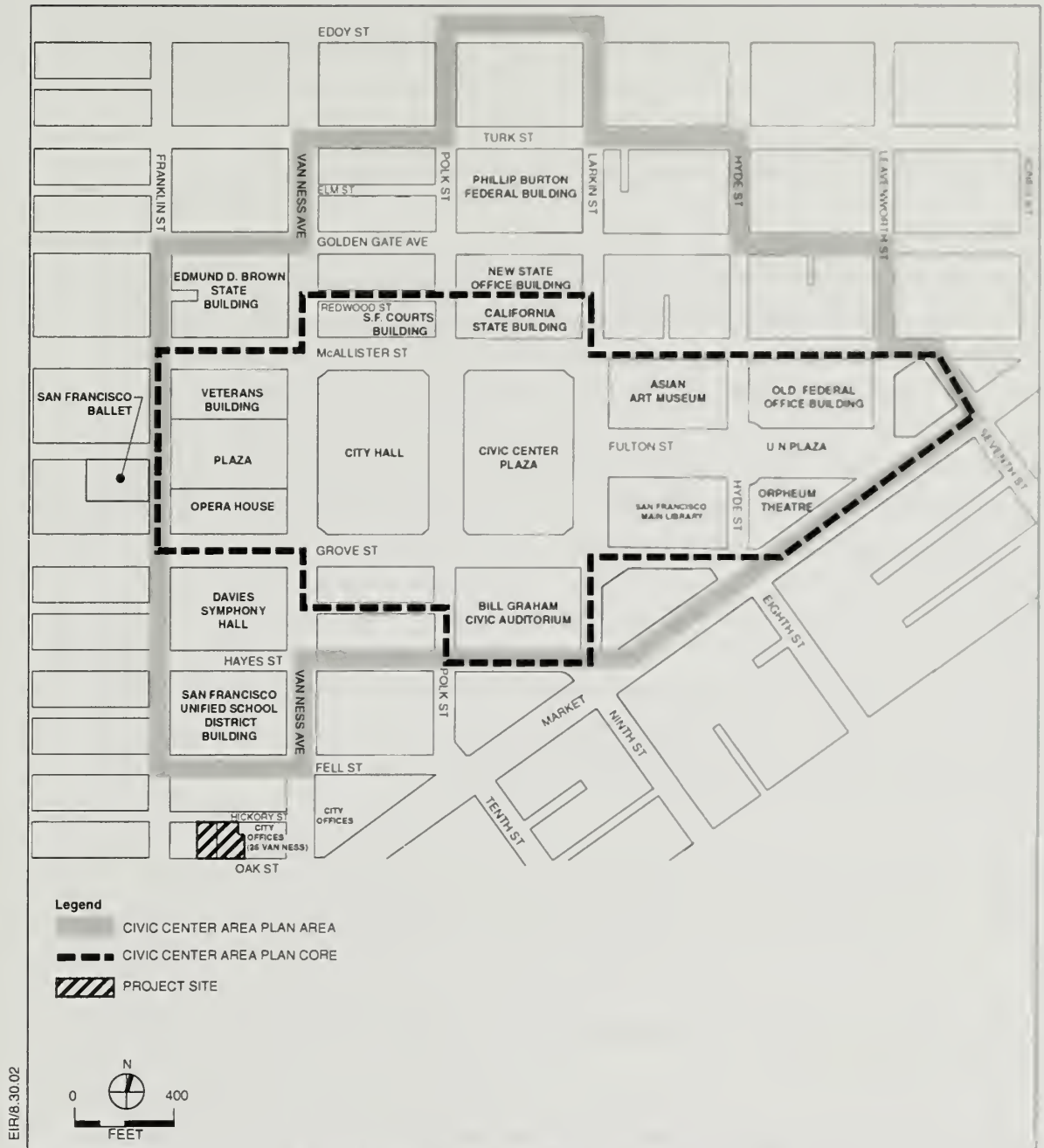
#### A. Land Use and Zoning

and governmental center of San Francisco. (See Figure 16: Project Site in Civic Center Area Plan Context.) Civic Center holds symbolic importance because it contains key City public buildings and spaces, such as City Hall; the San Francisco Courts building; the Philip Burton Federal Building; the Edmund G. Brown State Office Building; the California State Office Building and the New State Office Building (Civic Center Complex); San Francisco Main Library; Civic Center Plaza; War Memorial Plaza; and United Nations Plaza. Many of the City's primary cultural institutions, such as the San Francisco Opera, San Francisco Ballet, and San Francisco Symphony, are located within the district in performance spaces such as the War Memorial Opera House, Davies Symphony Hall, and the Bill Graham Civic Auditorium. The Asian Art Museum is under construction at the former Old Main Library in the Civic Center. In the immediate vicinity of the project site is a mix of residential; commercial (office and retail); institutional (educational); City office; arts, performance, entertainment; and parking uses.

Across Hickory Street to the north are a four-story apartment building, a two-story office building, a two-story office-retail building, a five-story apartment building, an auto repair garage, and a parking lot. An eight-story, 100-foot-tall, 50-unit residential building with office and retail space was approved in January 2002 for this parking lot across Hickory Street at 41/77 Van Ness Avenue. In the block further north of the project site are the San Francisco Unified School District (SFUSD) offices at 135 Van Ness Avenue, City Landmark No. 140. Immediately adjacent to the site on the east is the approximately 125-foot-tall, seven-story, mixed use building at 25 Van Ness Avenue, a Category I Significant building under Article 11; it contains City offices as well as the New Conservatory Theater. Across Van Ness Avenue farther east is a five-story, City government office building at 30 Van Ness Avenue. Across Oak Street to the south are a two-story restaurant-office building, a three-story office building, a one-story auto repair garage, and two surface parking lots. Directly west of the site is a surface parking lot, and across Franklin Street one block west of the site at 150 Oak Street is the five- to six-story French-American and Chinese-American International Schools campus.

The project site is located mid-block fronting Oak Street on Lots 5 and 7 of Assessor's Block 834. The site, on the half block bounded by Oak, Franklin, and Hickory Streets and Van Ness Avenue, is occupied by two buildings, 50 and 70 Oak Street. Both buildings have vacant space and occupied spaces used for offices and dance, performance, and physical fitness uses. The approximately 61,000-gsf, four- to five-story 50 Oak Street building was built in 1914 and occupies the whole of Lot 5. The approximately 30,000-gsf, three- to four-story 70 Oak Street building was built in 1923 and occupies the whole of Lot 7.





50 OAK STREET

2001.0862E

FIGURE 16: PROJECT SITE IN CIVIC CENTER AREA PLAN CONTEXT

### III. Environmental Setting and Impacts

#### A. Land Use and Zoning

#### **Proposed Changes in Land Use**

The proposed project would change land use at the site from commercial and cultural uses (office, performing arts, and fitness-related uses) to a post-secondary educational facility that teaches music and prepares students for a professional career in music. The proposed Conservatory facility would be similar to existing cultural and educational uses in the Civic Center and immediate vicinity that emphasize the performing arts. Introducing the Conservatory in the Civic Center, the cultural center of the City, would add a compatible cultural/institutional land use to the area. The project would be similar to some existing uses such as the San Francisco Ballet School at 455 Franklin Street, near Fulton Street. The project proposes three performance spaces for performances to be given by Conservatory students and faculty.

The proposed project's educational institutional use would be generally consistent and compatible with uses in the project vicinity. In particular, the 50 Oak Street project would be an educational use like the French-American and Chinese-American International Schools located on one campus one block west at 150 Oak Street, the San Francisco Ballet School, noted above, and administrative educational use associated with the SFUSD offices one block north of the site at 135 Van Ness Avenue.

Sub-sidewalk storage and utility vaults would be constructed in the Oak and Hickory Streets rights-of-way. Existing vaults are located within these City rights-of-way and the project would either retain these spaces or remove one vault to construct a new vault approximately one-fifth in size. City policy discourages construction of privately accessible amenities, such as vaults, within public rights-of-way. The proposed project would retain and, in one case, reduce the size of the three existing vaults.

The project's use and scale of development would be compatible and consistent with the surrounding area. The project would not disrupt or divide an established community, or have a substantial impact on the existing character of the vicinity. As determined in the Initial Study (Appendix A), it would not result in significant effects related to land use.

#### **Existing Zoning**

The property is located within the C-3-G (Downtown General Commercial) Use District. The C-3-G District, as described in Planning Code Section 210.3, is composed of a variety of uses: retail, offices, hotels, entertainment, clubs and institutions, and high-density residential. Many of

### III. Environmental Setting and Impacts

#### A. Land Use and Zoning

the uses have a citywide or regional function. Post-secondary education is a principal permitted use in the C-3-G District.

The C-3-G District permits a base floor area ratio (FAR) of 6:1, or 106,200 sq. ft. for combined Lots 5 and 7. The project site is within an 80-E Height and Bulk District, which permits buildings up to 80 feet in height, and a maximum building length and diagonal dimension of 110 feet and 140 feet above 65 feet in height.

Built prior to current zoning, the existing nonconforming 87-foot-tall building at 50 Oak Street exceeds the 80-foot height limit. The existing 50 Oak Street building measures 120 feet in maximum length and 150 feet diagonally; therefore, it also exceeds the maximum allowable length and diagonal dimensions by ten feet at the fifth floor and portions of the fourth floor of the building.

#### **Zoning and the Project**

The project proposes to seismically upgrade and alter the existing, approximately 75-foot- to 87-foot-tall building at 50 Oak Street; and to demolish the existing 53-foot- to 77-foot-tall building at 70 Oak Street. New construction, 80 feet in height, at the 70 Oak Street site would be integrated with the major alteration at 50 Oak Street into one facility. The lots would be merged. The project would include sub-sidewalk vaults within the Oak Street and Hickory Street rights-of-way, discussed above.

The project proposes a post-secondary educational institutional facility for the purpose of academic, professional fine-arts education. As noted, the project would be a principal permitted use in the C-3-G District. The project would be 125,000 gsf. overall. About 98,500 gsf is applicable to the FAR, and would be within the permitted 6:1 FAR of 106,200 gsf for the site.<sup>2</sup> All new project construction would be at, or below, the 80-foot height limit; the existing nonconforming portion of the 50 Oak Street building above 80 feet would be retained.

The proposed 50 Oak Street project would exceed the allowable maximum length and diagonal dimensions by 45 and 50 feet, respectively for the upper 15 feet of the building. The length along

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<sup>2</sup> The project floor area attributable to the FAR includes about 6,900 gsf of performance spaces, 10,100 gsf of performance support space, 26,500 gsf of educational space, 7,500 gsf of office space, 7,000 gsf of library space, 21,600 gsf of corridor and circulation space, and 18,900 gsf of service and storage space, a total of 98,500 gsf.



### III. Environmental Setting and Impacts

#### A. Land Use and Zoning

Oak Street would measure approximately 155 feet, and the diagonal dimension would measure approximately 190 feet, measuring from the southeast to the northwest corner of the proposed structure. As discussed in Chapter II, Project Description, p. 45, an exception to Planning Code bulk requirements is requested, under Planning Code Section 272.

## B. HISTORIC ARCHITECTURAL RESOURCES

The assessment of project impacts on historic architectural resources<sup>1</sup> under CEQA (*CEQA Guidelines*, Section 15064.5) is a two-step analysis: first, an analysis of whether the project site is an historic architectural resource or contains an historic architectural resource under CEQA; and second, if the site is found to be or contain an historical resource, an analysis of whether the project would cause a substantial adverse change to the resource. Thus, this section has two components. The Setting discussion describes the existing buildings on the project site, and assesses whether the buildings are historical resources for the purposes of CEQA. The Impacts discussion reviews the criteria for significant impacts on historical resources under CEQA, describes the proposed work under the project, and assesses the impact of the project on historic architectural resources.

### SETTING

This section describes the architecture and history of buildings on the site, and assesses whether these are historical resources under CEQA. The *CEQA Guidelines*, Section 15064.5(a) provides a definition of “historical resources.”<sup>2</sup> Historical resources include resources listed in, or determined eligible for listing in, the California Register of Historical Resources;<sup>3</sup> resources included in an adopted local register, or identified as significant in a qualifying historical resources survey; or any building which a lead agency determines to be historically significant based on substantial evidence in light of the whole record.

The project site is occupied by two buildings, 50 Oak Street and 70 Oak Street, both designed by William Shea, an architect responsible for a number of large public, institutional and church

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<sup>1</sup> For the purposes of this report, the term “historic architectural resources” is synonymous with “historical resources” under the *CEQA Guidelines*, sec. 15064.5. The former term is used here to exclude archeological resources, which are covered in the Initial Study.

<sup>2</sup> Note that these criteria define historical resources for the purposes of CEQA. They are distinct from the criteria for listing in the California Register of Historical Resources under *Public Resources Code*, Section 5024.1, below.

<sup>3</sup> An historical resource is eligible for listing in the California Register if it: “(A) Is associated with events that have made a significant contribution to the broad patterns of California’s history and cultural heritage; (B) Is associated with the lives of persons important in our past; (C) Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or (D) Has yielded, or may be likely to yield, information important in prehistory or history.” *Public Resources Code*, sec. 5024.1.

### III. Environmental Setting and Impacts

#### B. Historic Architectural Resources

commissions in San Francisco.<sup>4</sup> An historic resources study, prepared by the project's preservation architect, evaluates each of the buildings for its historic significance.<sup>5</sup> An independent peer review of the historic resources study was also prepared for this EIR by an independent consultant.<sup>6</sup> The historic resources study, as revised in response to the peer review, and the peer review itself form the basis for the architectural and historic discussion in this EIR.

## 50 OAK STREET BUILDING

### Architectural Description

50 Oak Street is a five-story, reinforced concrete, steel, and wood frame building over two basement levels. (See Figure 17: Existing View of 50 Oak Street.) The building fronts on two streets. The south (front) facade is along Oak Street. The north (rear) facade is along Hickory Street. The building is outside the local and National Register Civic Center Historic Districts and the Civic Center Plan area. However, 50 Oak Street's Beaux Arts style, massing, and scale are consistent with the Beaux Arts character of prominent buildings in the Civic Center.

#### Oak Street Facade

The south facade is divided vertically into five structural bays and horizontally into three horizontal sections, a base, middle and top. The lowest section, the base, features a grey granite plinth (projecting base for a wall or column) at grade, below alternating ornamental bands and fields of flat, cream-colored terra cotta blocks. A horizontal belt course (projecting horizontal element separating the base from the middle section of the building) of polychrome terra cotta

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<sup>4</sup> In 1890, William and his brother Frank established the firm of Shea and Shea. William Shea served as City architect from 1905 to 1907. William completed a number of large commissions, including many public buildings. He designed the dome on the old city hall, destroyed in 1906. Shea and Shea were best known for the design of the Whittel building at 155 Geary, and were most prolific in their work for the Catholic Church. In San Francisco they were responsible for the design of St. Brigid's, St. Vincent de Paul's, St. Paul's, St. James, Holy Cross, Star of the Sea, St. Monica's and St. Anne's. They were also frequently called upon to design club buildings, including a number of music halls and fraternal organization buildings.

<sup>5</sup> Page & Turnbull, *Historic Resources Study*, February 25, 2002, revised June 6, 2002. The historic resources study is on file with the Planning Department, 1660 Mission Street, San Francisco, and is available by appointment for public review as part of the project file.

<sup>6</sup> McGrew Architects, *Peer Review Cover Letter and Annotated Text of the Historic Resources Study*, March 18, 2002. The peer review is on file with the Planning Department, 1660 Mission Street, San Francisco, and is available by appointment for public review as part of the project file.





EIR/7.1.02

SOURCE: Page and Turnbull, Turnstone Consulting

## 50 OAK STREET

2001.0862E

FIGURE 17: EXISTING VIEW OF 50 OAK STREET  
(VIEW LOOKING NORTHWEST ON OAK STREET)

divides the two-and-one-half-story base section from the three-story middle section of the building. The windows at the base level are deeply recessed and two are not original. The middle section features a giant order (columns extending through multiple floors) of four, three-story, buff-colored, Ionic terra cotta columns, flanked by giant pilasters (flat columns projecting from the wall) at each end. Tall wooden casement windows at the third and fourth floors and slightly shorter windows at the fifth floor are located between the columns and pilasters. The third-floor windows have decorative wrought iron balconies and the third- and fourth-floor windows are flanked by sidelights and topped by transoms. Above the columns, the top section of the facade features architrave and frieze bands (the horizontal bands below the cornice) surmounted with a projecting sheet metal dentilated (having a row of tightly spaced, teeth-like blocks) cornice topped by terra cotta antifixae (regularly spaced, upward-pointing ornament at the edge of the roof).

The main entrance to 50 Oak Street is on the south facade. The entrance is distinguished by a two-story, terra cotta frame surrounding a recessed entry stair located in the center of the facade at the street level. The frame is surmounted by a triangular pediment topped with acroteria (upward pointing ornament at the apex and ends of the pediment), and is visually supported with curving terra cotta consoles (scrolled brackets). The stair has gray marble steps and white marble walls, articulated into panels. A wide articulated band topped with an egg and dart molding marks the top of the marble wall, which gives way to plaster walls framed by wave pattern molding. The ceiling is comprised of stenciled coffers (sunken ceiling panels formed by intersecting beams) with the top of each coffer framed by egg and dart molding. At the top of the steps are a pair of oak entry doors with ten lights (glazed panes in the door panel). The doors are set into an oak frame with a heavy cornice. The wood doors are clad in bronze. The frieze above the door contains the inscription “The Young Men’s Institute Building and Donahue Library.” (See Figure 18: Existing Entrance to 50 Oak Street.)

#### Hickory Street Facade

The north (rear) facade is secondary, and simpler than the south (front) facade. (See Figure 19: Existing View of 50 Oak Street.) This facade is of cement plaster and features small, filled-in basement windows, and three, two-story fixed metal windows located at the height of the first floor. These windows are topped with a single panel each, and capped with a continuous molding. This facade is terminated with a simple sheet metal cornice with modillions (regularly spaced brackets on the underside of the cornice). Steel fire-escape balconies dominate the facade,



EIR/7.1.02

SOURCE: Page and Turnbull, Turnstone Consulting

**50 OAK STREET**  
2001.0862E

FIGURE 18: EXISTING ENTRANCE TO 50 OAK STREET



EIR/G 27.02



SOURCE: Page and Turnbull, Turnstone Consulting

## 50 OAK STREET

2001.0862E

**FIGURE 19: EXISTING VIEW OF 50 OAK STREET  
(VIEW LOOKING SOUTHWEST ON HICKORY STREET)**

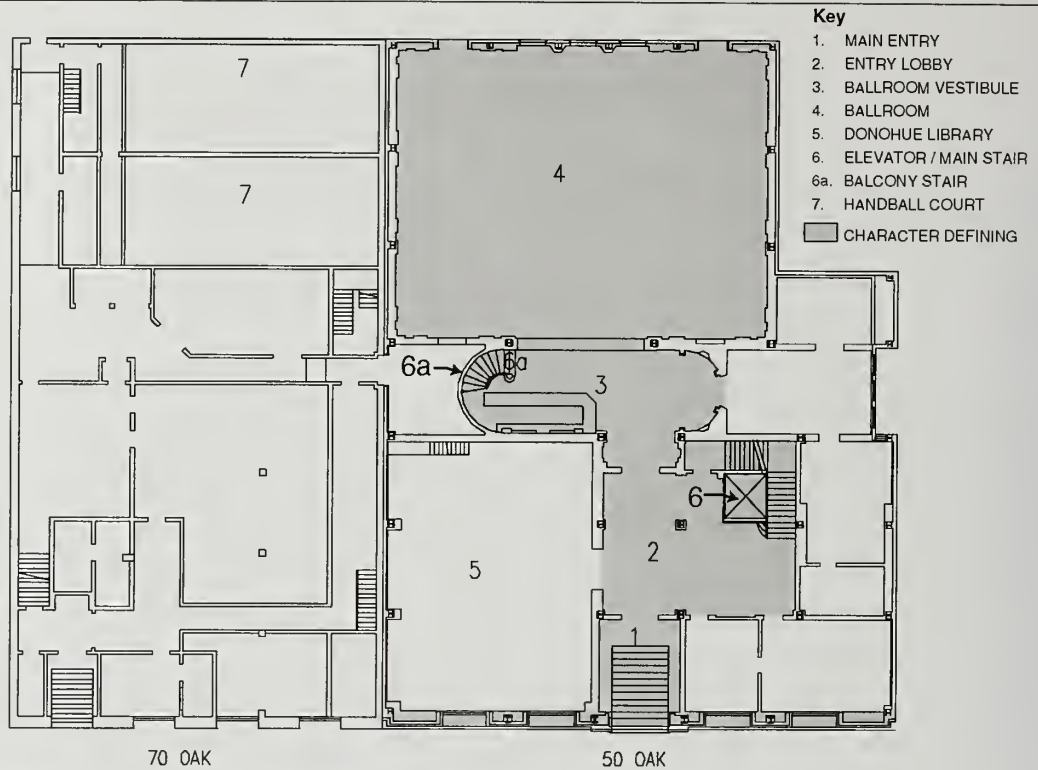
with a long, central balcony at the first floor and two at each level above, all connected by retractable ladders.

### Interior

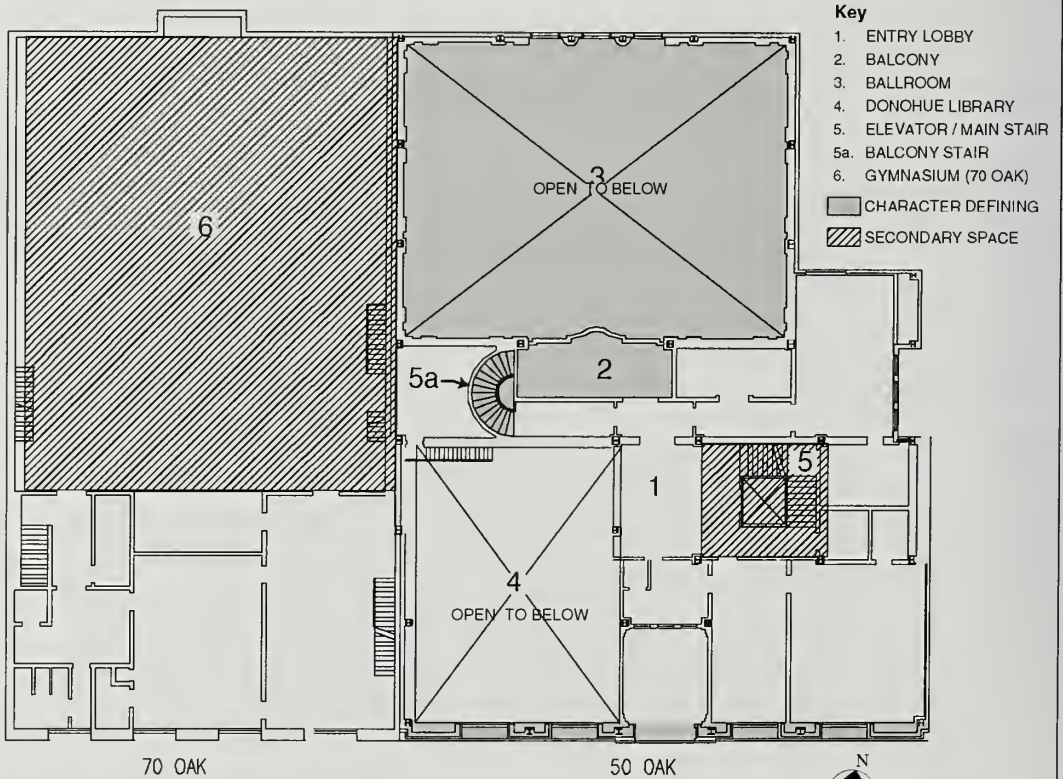
The historic resources study identifies and describes character-defining and secondary spaces within 50 Oak Street. According to the historic resources study, character-defining spaces are highly finished, functionally important spaces that inform the overall character of the building either by their size, their definition of the shape a building takes, or in their finishes. Character-defining spaces of 50 Oak Street, identified in the historic resources study and peer review, include the Ballroom, Ballroom Lobby, Lodge Room A, Lodge Room B, Main Entry, and Main Entry Lobby. Secondary spaces are those that also contribute to the building, but may not be as ornate or may not have as direct a relationship to the overall physical character of the building. They are often less highly finished and more purely functional than character-defining spaces. Secondary spaces include the Elevator Lobby and Stairs at Floors 2-5, Swimming Pool, Gymnasium, and Weight Room. (See Figures 20-23 for plans showing the location of these character-defining and secondary spaces on existing floor plans for 50 and 70 Oak Street; see also Table 1, p. 69.)

According to the historic resource study and peer review, the most significant of the character-defining spaces of 50 Oak Street are those that were used for large gatherings or meetings by the Pacific Council of the Young Men's Institute. These spaces include the Ballroom and Lodge Rooms A and B. (See Figure 24: Existing Ballroom Interior, and Figure 25: Existing Lodge Rooms A and B.) The primary gathering place for large events and meetings of the Young Men's Institute, the Ballroom is the largest and most highly embellished of the interior spaces in 50 Oak Street.

The double doors of the main entry lobby lead into the Ballroom through the Ballroom Vestibule, a one-story rectangular space with semicircular ends at east and west (see Figure 20). The double-height Ballroom has a wood floor and a wood wainscot. The Ballroom walls are lined with paired, fluted pilasters topped with gold-leafed Corinthian capitals. On the north wall, there are four sets of paired pilasters, flanking two sets of double exit doors leading to Hickory Street. At the center of the north wall, two engaged columns (columns, circular or semicircular in section, that are attached to a wall) alternate with three high steel windows (currently covered). Like the pilasters, the columns are fluted and topped with gold-leaf Corinthian capitals. The east and west walls are marked by four sets of paired pilasters. Between the pairs of pilasters are inset



**FIRST FLOOR - EXISTING CONDITIONS**



**SECOND FLOOR - EXISTING CONDITIONS**



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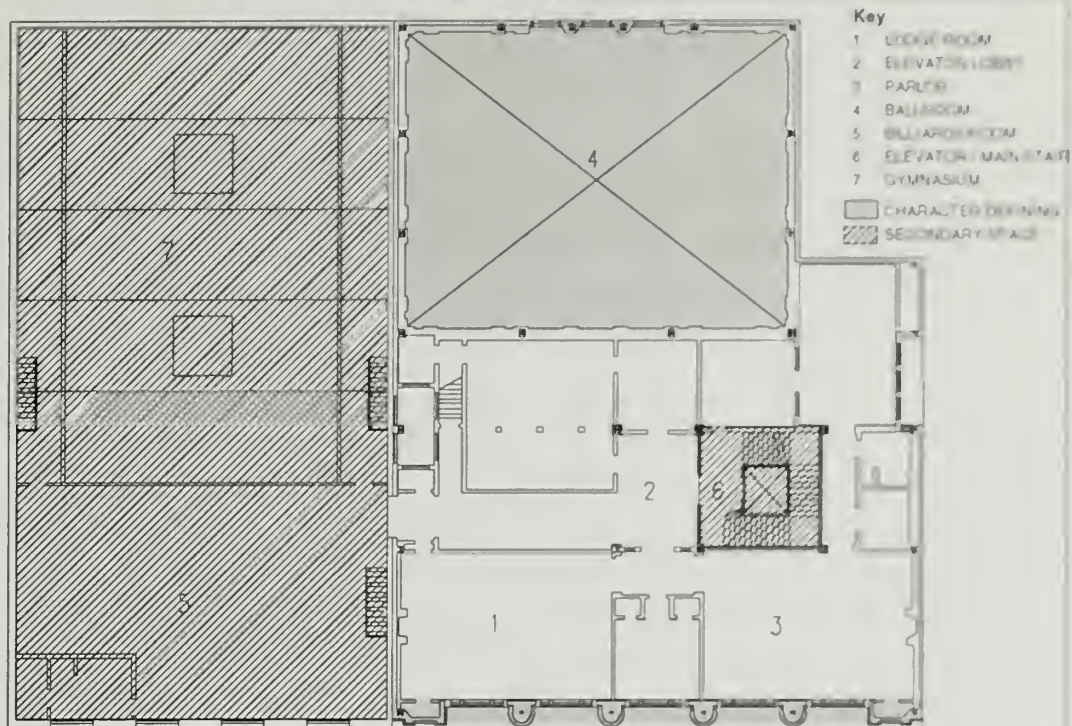
SOURCE: Page and Turnbull, Turnstone Consulting

**50 OAK STREET**

2001.0862E

**FIGURE 20: 50 AND 70 OAK STREET  
EXISTING FIRST- AND SECOND-FLOOR PLANS**

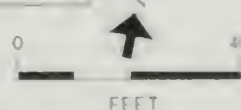




70 OAK  
50 OAK  
**THIRD FLOOR - EXISTING CONDITIONS**



70 OAK  
50 OAK  
**FOURTH FLOOR - EXISTING CONDITIONS**



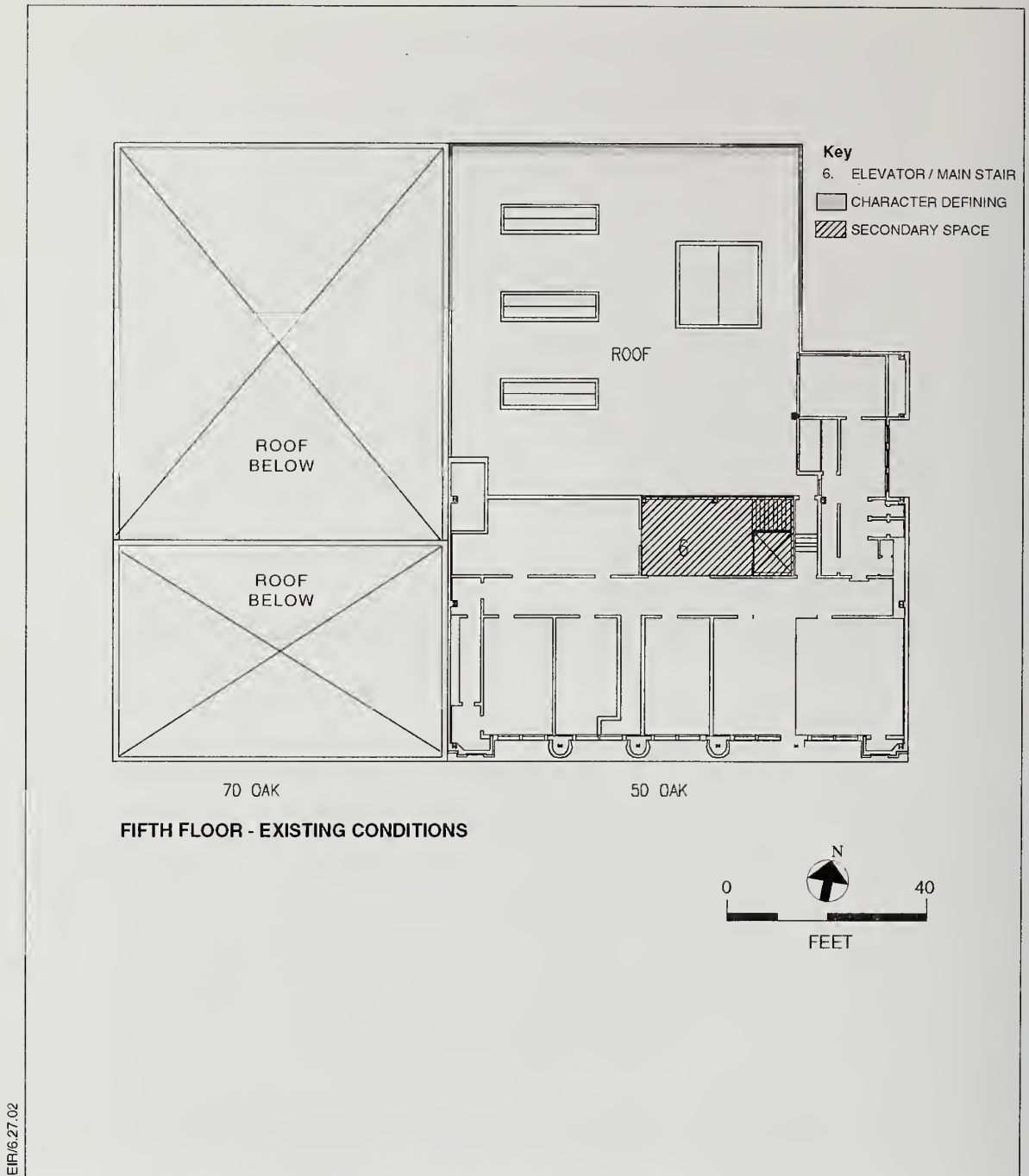
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SOURCE: Page and Turnbull, Turnstone Consulting

**50 OAK STREET**

2001.0962E

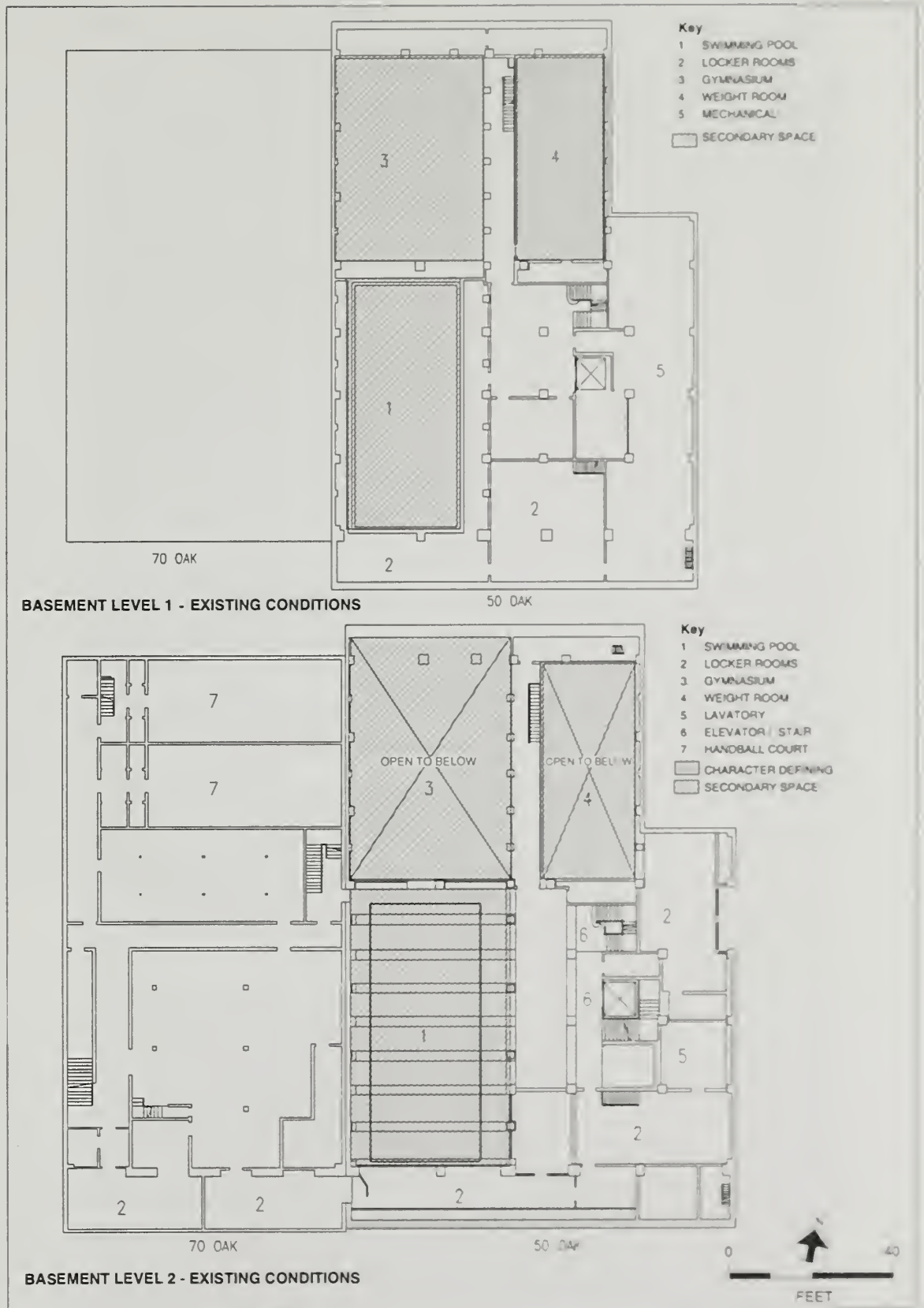
**FIGURE 21: 50 AND 70 OAK STREET  
EXISTING THIRD- AND FOURTH-FLOOR PLANS**



SOURCE: Page and Turnbull, Turnstone Consulting

50 OAK STREET  
2001.0862E

FIGURE 22: 50 AND 70 OAK STREET  
EXISTING FIFTH-FLOOR PLAN



SOURCE: Page and Turnbull, Turnstone Consulting

**50 OAK STREET**

2001.0862E

**FIGURE 23: 50 AND 70 OAK STREET  
EXISTING FIRST AND SECOND BASEMENTS**





EIR/7.2.02

SOURCE: Page and Turnbull, Turnstone Consulting

**50 OAK STREET**

2001.0862E

**FIGURE 24: EXISTING BALLROOM INTERIOR, 50 OAK STREET**



LODGE ROOM A



LODGE ROOM B

EIR7.2.02

SOURCE: Page and Turnbull, Turnstone Consulting

**50 OAK STREET**

2001.0862E

FIGURE 25: EXISTING LODGE ROOMS A AND B

### III. Environmental Setting and Impacts

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panels with brass grilles located in the wood wainscot below. On the south wall, four sets of paired pilasters frame two doors. At the center of the south wall is the opening from the Ballroom Vestibule into the Ballroom entry on the first floor and an undulating balcony on the second floor.

The pilasters appear to support an entablature (the horizontal element that spans the columns and pilasters). Giant gilded plaster laurel wreaths are centered above each column and pilaster at the frieze (the upper portion of the entablature) and above this, a modillion band (regularly spaced block-like brackets) rings the room. The ceiling is elaborately coffered (having recessed panels formed by intersecting beams). Two pairs of intersecting beams divide the ceiling into nine recessed panels. Along their horizontal face, the beams have foliated (ornamented with representations of foliage) detail with gold highlights. In each of the nine inset panels are several rings of ornamental banding with gold highlights, accentuating the deep recess of each of the coffers. The flat elements of the ceiling vary between light and deep peach, while moldings are cream with gold highlights. The flat inset panels of the coffers are bright blue.

Table 1 summarizes the interior spaces at 50 Oak Street and 70 Oak Street identified as character defining and secondary and their disposition under the proposed project.

#### Integrity

On the Oak Street facade, a number of basement windows have been replaced. At the second floor, the easternmost window of 50 Oak Street has been replaced. A fire escape has been added to this facade, necessitating removal of one of the third-floor ornamental balconies and alteration of one window on the fourth and fifth floors to accommodate egress to the fire escape. The condition of the terra cotta at 50 Oak Street is poor. Some terra cotta tiles are visibly cracked or missing and there is some glaze spall. There appear to be drainage problems at the balconies that may be causing additional deterioration of the terra cotta. The sheet metal cornice is rusting but appears intact. On the north facade, doors and windows have been boarded up. The windows of the Ballroom still exist behind plywood sheathing. These windows have been damaged, and some sections have been replaced. On the interior, alterations have been limited to insertion of partition walls.

According to the historic resources study, the distinguishing original architectural features of the 50 Oak Street building remain intact, although there has been deferred maintenance over the years. The historic fabric of the building has not been substantially altered, and those alterations that have taken place are readily reversible.



**Table 1: Existing Character-Defining and Secondary Interior Spaces at 50 Oak Street and 70 Oak Street**

	Character Defining	Secondary Space	Disposition in Proposed Project
<b>50 Oak Street</b>			
Ballroom	X		Partial Reuse
Ballroom Lobby	X		Demolition
Lodge Room A	X		Demolition
Lodge Room B	X		Demolition
Main Entry	X		Demolition
Main Entry Lobby	X		Partial Reuse
Elevator Lobby and Stairs-Floors 2-5		X	Demolition
Swimming Pool		X	Demolition
Gymnasium		X	Demolition
Weight Room		X	Demolition
<b>70 Oak Street</b>			
Gymnasium		X	Demolition
Billiards Room		X	Demolition

Source: Page & Turnbull

### Historic Background

Fifty Oak Street was built for the Young Men's Institute (Y.M.I.) and designed by William Shea. This group built and then occupied the building from its construction in 1914 until 1995. According to the peer-reviewed historic resources study, the building was built to house the national offices of the Y.M.I., founded in 1883 in San Francisco, possibly unique as a national sports and fellowship organization founded on the West Coast. The building held the offices of the Grand Council of the Pacific, the administrative center of the organization. Now a 118-year-old organization, the Y.M.I. and the Y.L.I. (founded 1887) are national groups that continue to function as social and charitable associations for Catholics in America. The Y.M.I. and Y.L.I. are part of the early 20<sup>th</sup> Century growth of sports and fellowship organizations in the U.S., which included the Y.M.C.A., Y.W.C.A. and the Young Hebrew Association. In 1995, the Archdiocese sold the building and the Y.M.I. and Y.L.I. found office space elsewhere. Both organizations continue to operate to this day.

### **Existing Status of 50 Oak Street Under Local, State and National Registers and Surveys**

According to the historic resources study, 50 Oak Street is the most significant surviving facility of this important organization (the Y.M.I.), making it, according to the study, eligible for listing on the National Register of Historic Places under Criterion A (Pattern of Events), and under Criterion C (Design/Construction) as an example of an historic social organization building type. It would also be eligible for inclusion on the California Register of Historical Resources under California Register Criteria 1 and 3 (corresponding in substance to National Register Criteria A and C).

However, the 50 Oak Street building is not currently nominated for, or listed on, the National Register of Historic Places, and it has no other National Register status. The building is not a designated City Landmark, nor within any Historic District under Article 10 of the Planning Code. The building is designated a Category II, Significant building under Article 11 of the Planning Code. The building is identified in the 1976 Citywide Survey as a “4” (with “5” being the highest rating). Under the San Francisco Heritage Downtown Inventory the building is listed as an Inventory Group A (the highest rating), placing it in the top 1 percent of San Francisco’s surveyed structures. It is not currently listed on the California Register of Historical Resources.

### **Status of 50 Oak Street Under CEQA**

Based on 50 Oak Street’s local designation under Article 11, the building exterior meets the criteria to be presumed an historic resource, under CEQA Guidelines, Section 15064.5(a)(2), being a “resource included in a local register of historical resources.”<sup>7</sup>

Information presented in the historic resources study and peer review supports a lead agency determination that significant interiors, identified as character defining, would meet the criteria for listing on the California Register of Historical Places. As such, these interior spaces would also be considered historical resources under *CEQA Guidelines*, Section 15064.5(a)(3).

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<sup>7</sup> The building’s designation under Article 11 was premised on its exterior features.

## 70 OAK STREET

### Architectural Description

#### Oak Street Facade

Seventy Oak Street is a four-story building over a basement. (See Figure 26: Existing Views of 70 Oak Street.) In 1923 the building was built as an adjunct to 50 Oak Street and its subordinate character is evident in its simpler design and materials, driven in part by a smaller budget.

Seventy Oak Street has a more subtle tripartite (three-part) division, a simple rectangular block with a low plinth matching the granite base of its neighbor and a sheet metal cornice at the top. Below the cornice, heavy flat horizontal banding corresponds to the meander fretwork on the base of 50 Oak Street, visually tying the two buildings together at the first and second floors. Seventy Oak Street is divided into four horizontal bays, with paired casement windows with a fixed transom, occupying each of the bays. A recessed, undecorated entry with marble steps is located in the western bay. As can be seen in Figure 26, the entry is secondary to that of 50 Oak Street.

#### Hickory Street Facade

The rear facade along Hickory Street is cement plaster with fire escape balconies at each end of the facade. At the center of the building is a wide, flat bay topped by an elaborate molding that projects from the face of the wall over the property line. There are three large steel-frame industrial sash windows located on the top floor. A triangular parapet terminates the facade.

#### Interior

The historic resources study identifies no character-defining interior spaces at 70 Oak Street. The study identifies two secondary spaces, the Gymnasium, and the Billiards Room on the third floor. According to the historic resources study, as secondary spaces, these spaces are less highly finished and more purely functional than the character-defining spaces in 50 Oak Street. See Table 1, p. 69. See also Figures 20-23, pp. 62-65.

#### Integrity

According to the historic resources study, the 70 Oak Street building retains most of its original historic fabric despite deferred maintenance over the years. There have been no major





VIEW LOOKING NORTH ON OAK STREET



VIEW LOOKING SOUTHEAST ON HICKORY STREET

EIR/7.1.02

SOURCE: Page and Turnbull, Turnstone Consulting

**50 OAK STREET**

2001.0862E

**FIGURE 26: EXISTING VIEWS OF 70 OAK STREET**

### III. Environmental Setting and Impacts

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alterations. On the Oak Street facade, basement windows and all windows on the third floor have been replaced. On the Hickory Street facade, doors and windows have been boarded up. The cement plaster, especially on the south facade, is in very poor condition and has been spalling off. Netting now covers this facade to contain falling debris.

#### **70 Oak Street: Historic Background**

Seventy Oak Street was built in 1923 for the Y.M.I. and Y.L.I.; it was also designed by the firm of Shea and Shea, of which William Shea, architect of 50 Oak Street, was a partner. In 1923 the Y.M.I. decided to expand activities at its building at 50 Oak Street, building a new Gymnasium and more meeting spaces at 70 Oak Street, adjacent to the original building. In this construction project, unlike at 50 Oak Street, the Y.L.I. was a full partner, and unlike 50 Oak Street, 70 Oak Street was built not to provide the national organization with an administrative center, but rather to provide local chapters with needed facilities. This limited fund-raising to local chapters and, without a bequest from the Bishop, the organization had to raise the construction funds by selling the deed to 50 Oak Street to the Archdiocese of San Francisco. This change in use and resultant restriction in fund-raising interest explains why the design and details of 70 Oak Street are modest in comparison to the original building at 50 Oak Street. Rather than being a symbol of the Y.M.I. and Y.L.I. organizations, 70 Oak Street was a facility to house additional functions. After the new construction was completed, social and charitable activities continued.

#### **Status of 70 Oak Street under Local, State and National Registers and Surveys**

According to the Historic Resources Report, and concurred with by the peer reviewer, it is unlikely that 70 Oak would be found eligible to the National Register or the California Register under Criteria A or Criterion 1, respectively. Seventy Oak, as an addition to the Y.M.I. complex, is secondary to 50 Oak, historically and architecturally. Architecturally, the building is more economic in exterior and interior finishes. These differences make it unlikely that 70 Oak would be found individually eligible to the National Register under Criterion C, or to the California Register under Criterion 3.

Although 70 Oak Street was built and occupied by the Y.M.I. and Y.L.I., two organizations that have made important contributions to broad patterns of California history, the association between the 70 Oak Street building and those organizations is less significant than that of 50 Oak Street. Seventy Oak Street was not built as a symbol of the organization, as was 50 Oak Street. Rather, it was built to house the activities of local chapters. As noted, the building is visually less

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distinguished, and subordinate to, 50 Oak Street, employing a simpler design and plainer materials than 50 Oak Street.

The 70 Oak Street building is not currently listed on the National Register of Historic Places, and has no other National Register status. It is not a designated City Landmark, within any Historic District under Article 10 of the Planning Code, nor designated under Article 11 of the Planning Code. The building is not identified in the 1976 Citywide Survey. Under the San Francisco Heritage Downtown Inventory the building is listed as an Inventory Group C++, for contextual importance.

#### **Status of 70 Oak Street under CEQA**

The 70 Oak Street building does not meet criteria for historical resources in the *CEQA Guidelines* (Section 15064.5(a)(1) and (2)). As discussed above, the building is not listed in, or determined eligible by the State Historical Resources Commission for listing in, the California Register; has not been included in a qualified historical resources survey; nor included in a local register of historical resources adopted by the local government by ordinance or resolution. Information has not been presented which supports a conclusion that 70 Oak Street is an historical resource under CEQA.

### **IMPACTS**

#### **SIGNIFICANCE CRITERIA**

##### **CEQA Guidelines**

The *CEQA Guidelines*, Section 15064.5, establish criteria for assessing a significant environmental impact on historical resources. They state, “[a] project with an effect that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment.” The *CEQA Guidelines* define substantial adverse change as a “physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired.” The significance of an historic architectural resource is considered to be “materially impaired” when a project demolishes or materially alters the physical characteristics that justify the inclusion of the resource in the California Register, or that justify the inclusion of



the resource in a local register, or that justify its eligibility for inclusion in the California Register as determined by the lead agency.

#### **The Secretary of the Interior's Standards for Rehabilitation**

The *Secretary of the Interior's Standards for Rehabilitation* (the *Standards*) provide guidance for work to historic properties to retain their historic significance through preservation of historic materials and features. They were developed to determine the eligibility of work on registered historic properties for federal historic preservation grant and tax credit programs. The *Standards* have also been adopted by local government bodies across the country (including the San Francisco Landmarks Preservation Advisory Board) as an analytic framework for review of proposed work to historic properties under local ordinances.

Note that the *Secretary of the Interior's Standards for Rehabilitation* are distinct from the standards for finding a significant impact under CEQA that are discussed above. While a project conforming to the *Standards* would generally constitute a less-than-significant impact under *CEQA Guidelines*, a project that does not conform to the *Secretary of the Interior's Standards for Rehabilitation* may, or may not, constitute a significant impact under CEQA. For informational purposes, an evaluation of the proposed 50 Oak Street project, in relation to the *Standards*, is provided in Appendix C. Alternative C, the Historic Preservation Alternative of this EIR, presents a project and program that would conform to the *Secretary of the Interior's Standards*.

#### **DESCRIPTION OF PROPOSED WORK AND ANALYSIS OF PROJECT IMPACTS UNDER CEQA**

The project has four main components for the purposes of this Historic Architectural Resources Impacts section: exterior alterations to 50 Oak Street; demolition and removal of the floors and interiors of 50 Oak Street; demolition of 70 Oak Street; and new construction at the site of 70 Oak Street, which would be integrated with 50 Oak Street.

##### **50 Oak Street: Proposed Exterior Alterations**

On the Oak Street elevation, the project would demolish features of the existing, original entrance including the wood entry door, stairs, and entrance vestibule coffered ceiling, marble walls and finishes; and construct a new, glass entry with an accessible, grade-level entrance in the same facade opening. New wood window sash with laminated, acoustically rated glazing would be installed in existing wood window frames, which would be rehabilitated. The new window

### III. Environmental Setting and Impacts

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sashes would match the originals. The Oak Street facade would be cleaned, terra cotta would be patched and repaired, or replaced in kind as required, and the facade would be repointed. The sheet metal cornice would be restored, as well as the iron balconies and window grilles. Non-original fire escapes would be removed and copies of the original balconies would be installed where removed.

At the rear, Hickory Street facade, the proposed expansion would require construction of a new, partial, one-story rooftop addition, visible from Hickory Street (at the front of the building, this expansion would not exceed the building's existing volume because the existing building is higher at the front than at the rear). The two upper, existing exit doors at the existing fourth floor would be removed and the openings infilled. The position of the lower exit doors from the Ballroom would be lowered to provide exiting at grade. New exit doors would be simple and functional in character. Plywood sheathing would be removed from the three tall windows that open into the Ballroom and these would be rehabilitated. New window openings are proposed for the fifth floor. The facade would be cleaned, repaired and repainted. Existing original metal fire-escape ladders would be removed and metal balconies would be repaired and repainted.

The proposed project would entail demolition of distinguishing original exterior entrance features that contribute to the building's architectural character, specifically the wood entry door, marble stairs, and entrance vestibule coffered ceiling, marble sidewalls and finishes. The stairs are part of an original entry sequence, ascending to an elevated main floor entry lobby, effecting the transition between the street and lobby. This relationship would be lost with the proposed demolition of the existing original entry and construction of the proposed grade-level entrance. The new, recessed, glass entry would be constructed within the existing enframed, pedimented entrance opening in the facade. Such a large expanse of glass would alter the appearance of the building, although its visual impact could be lessened somewhat by its placement, recessed behind the facade plane within the entrance opening.

Removal of original entrance features of 50 Oak Street would materially impair the physical characteristics of the historic architectural resource that convey its historical significance and that justify, in part, its designation under Article 11. These changes would constitute a substantial adverse change in the significance of an historic architectural resource, under *CEQA Guidelines* (Section 15064.5(b)(2)(B)), and would, therefore, be considered a significant environmental impact under CEQA.

Other exterior work to the front, Oak Street facade would be basically restorative and stabilizing in nature, including facade cleaning, terra cotta repair, removal of non-original fire escapes and

replication of missing window grilles. The proposed window sash replacements would replicate the originals in configuration, material, profile and detail. This work would not constitute a significant impact to an historic resource.

The proposed alterations at the rear, Hickory Street elevation, including installation of new window openings at the fifth floor, removal of exit doors and repositioning of exit door locations, and a new sixth-floor addition, would not appear to materially alter the physical characteristics of the building, which convey its significance or which justify its designation under Article 11. These would be relatively minor changes to a secondary facade and would not constitute a significant impact on an historic resource.

#### **50 Oak Street: Proposed Demolition and Replacement of the Floors and Interiors**

The project would demolish existing floors, interior walls and structural systems and construct new ones, integrated with the proposed new construction at 70 Oak Street into one structure. The project would incorporate an additional floor within the existing five-story building envelope, necessitating realignment of floor levels. Interior character-defining features identified in the historic resources study and peer review would be demolished, after salvage of materials as feasible. These features include the Ballroom Lobby, Lodge Room A and Lodge Room B, and Main Entry Lobby.

Most of the character-defining Ballroom would be retained and reused as the audience chamber for a new concert hall as follows. The Ballroom's north, east and south walls and interior finishes would be retained *in situ* or removed and reinstalled at the same location if *in situ* retention during construction is infeasible. The Ballroom floor and the west wall of the Ballroom would be demolished and a stage would be constructed in the former 70 Oak Street space. The new audience chamber floor would be lower than the existing Ballroom floor and inclined to accommodate raised seating. The building's eastern lot line wall adjoining 25 Van Ness would remain in place.

Despite retention of architectural features, the proposed alterations to the Ballroom would change the space's proportions and architectural character. The proposed demolition of other significant interior spaces would eliminate character-defining features that contribute to the building's overall architectural and historic significance.

Regarding the proposed realignment of floor levels, except for through the proposed new grade-level entrance, the demolition of all of the floors and the realignment of floor levels within the



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proposed project are intended to be minimally visible, or not visible, when viewed from the street level outside, because the fourth and fifth floors, which do not align with spandrels (the wall area above window openings), would be set back from the windows. However, these alterations would cause the loss of a clear, readable relationship between the floor levels, as these are expressed on the facade by the position of windows and spandrels, and the actual presence of floors and position of floor levels behind the facade, particularly at the first, fourth and fifth levels of the proposed project. This structural and spatial integration between the exterior and interior of the building is an element of the building's overall integrity.

The proposed demolition of interior spaces, and the proposed changes to some of the new floor levels, could materially impair the physical characteristics of the historic architectural resource that convey its historical significance and that justify, in part, its eligibility for inclusion in the California Register as determined by the lead agency for the purposes of CEQA. These changes would constitute a substantial adverse change in the significance of an historic architectural resource, under *CEQA Guidelines* (Section 15064.5(b)(2)(C)), and would, therefore, be considered a significant environmental impact under CEQA.

#### **70 Oak Street: Proposed Demolition**

As discussed in the Setting, 70 Oak Street is not an historical resource for the purposes of CEQA. Demolition of 70 Oak Street would, therefore, not constitute a substantial adverse change in the significance of an historic architectural resource, and would not be considered a significant environmental impact, under CEQA.

#### **Proposed New Construction on the 70 Oak Street Site**

New project construction on the site of 70 Oak Street would be a six-story steel and concrete structure over two basement levels. It would be structurally and programmatically integrated with the altered 50 Oak Street, to form a single building which would, collectively, have 50 Oak Street as its address. The facade of the new construction at the site of 70 Oak Street would be a contemporary interpretation of the architectural composition of 50 Oak Street. A base, middle and top would be defined and the horizontal banding at the base of 50 Oak Street would be carried across to the new construction. The top of the new structure would be defined with a prominent horizontal cornice line at the library. The exterior finishes would consist of limestone in two colors, gray at the base to match the polished gray marble of the base of 50 Oak Street and beige above to match the terra cotta of same. The gray limestone would have both a honed (smooth) and a rough-textured finish while the beige limestone would have a honed finish. The

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proposed curtain wall would be framed with stainless steel mullions and glazed with both clear and translucent glass. The cornice would be stainless steel. Exterior finishes on the Hickory Street facade and the west wall would be architectural grade, cast-in-place, gray and beige concrete with cast reveals. Lot line windows would be painted aluminum frame windows.

The proposed new construction would not destroy, alter or obscure distinctive exterior features of 50 Oak Street, as its juncture with 50 Oak Street would occur along the existing interior lot line.<sup>8</sup> The new construction would be clearly differentiated from the 50 Oak Street building. Contemporary in style, it is intended to leave no ambiguity as to what portion of the building is original and thus avoid creating a false sense of history. In its urban streetscape context, the overall visual effect of the new construction would be that of a separate, neighboring new building.

The design of the proposed new construction at the 70 Oak Street site is intended to defer to 50 Oak Street's facade and to be visually subordinate, emphasizing the primacy of the historic facade. The new construction would continue the street wall along Oak Street and would be simple and rectilinear in massing. Major horizontal elements of the historic facade would be carried through to and suggested by the new construction. The new facade would be further divided by vertical and horizontal mullions and sun shades, intended to reinforce a sense of human scale, depth and play of light and shadow that characterizes the historic facade. Cladding for the Oak Street facade of the new construction would be limestone, similar in tone and color to the terra cotta and grey granite of the base on the historic facade.

Under the *CEQA Guidelines*, a project that conforms to the *Secretary of the Interiors Standards for Rehabilitation* shall be considered as having been mitigated to a less-than-significant impact on an historic architectural resource (Section 15064.5(b)(3)). Secretary of the Interior's Standard No. 9 is the relevant standard applicable to additions to historic architectural resources. It states:

New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale

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<sup>8</sup> To the extent that the new addition would necessitate or cause the removal and reconfiguration of 50 Oak Street floors and interior, in order to integrate that building structurally and programmatically with its addition, that impact is discussed in the 50 Oak Street section of this document. This discussion focuses on the overall exterior visual impact of the new construction at 70 Oak Street on the historic resource, 50 Oak Street.

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and architectural features to protect the historic integrity of the property and its environment.

The exterior design of the new construction on the 70 Oak Street parcel appears to meet the *Secretary of the Interior's Standards for Rehabilitation* relevant to new additions. The new construction has been designed to be differentiated, yet compatible with the historic 50 Oak Street facade. It would, therefore, not be considered a substantial adverse change and the addition would not be considered a significant impact on the historic resource, 50 Oak Street.



## C. TRANSPORTATION

A transportation study for the proposed project was conducted by an independent consultant.<sup>1</sup> The results are summarized in this section. The transportation study area is the area generally bounded by Gough, Otis, Mission, Tenth and Hayes Streets. (See Figure 27: Transportation Study Area.)

### SETTING

#### REGIONAL HIGHWAYS

There are no major regional highways in the immediate vicinity of the study area. Access to U.S. Highway 101 northbound and the Golden Gate Bridge is nearby, primarily via Van Ness Avenue and then Lombard Street, which are designated as U.S. 101. Franklin Street provides additional access to U.S. 101. The primary access route to U.S. Highway 101 southbound is via Van Ness Avenue to the freeway on-ramp at South Van Ness Avenue and Thirteenth Street. Gough Street provides additional access. Access to I-80 eastbound is via Van Ness Avenue to the freeway on-ramp at South Van Ness Avenue and Thirteenth Street or at Bryant and Eighth Streets.

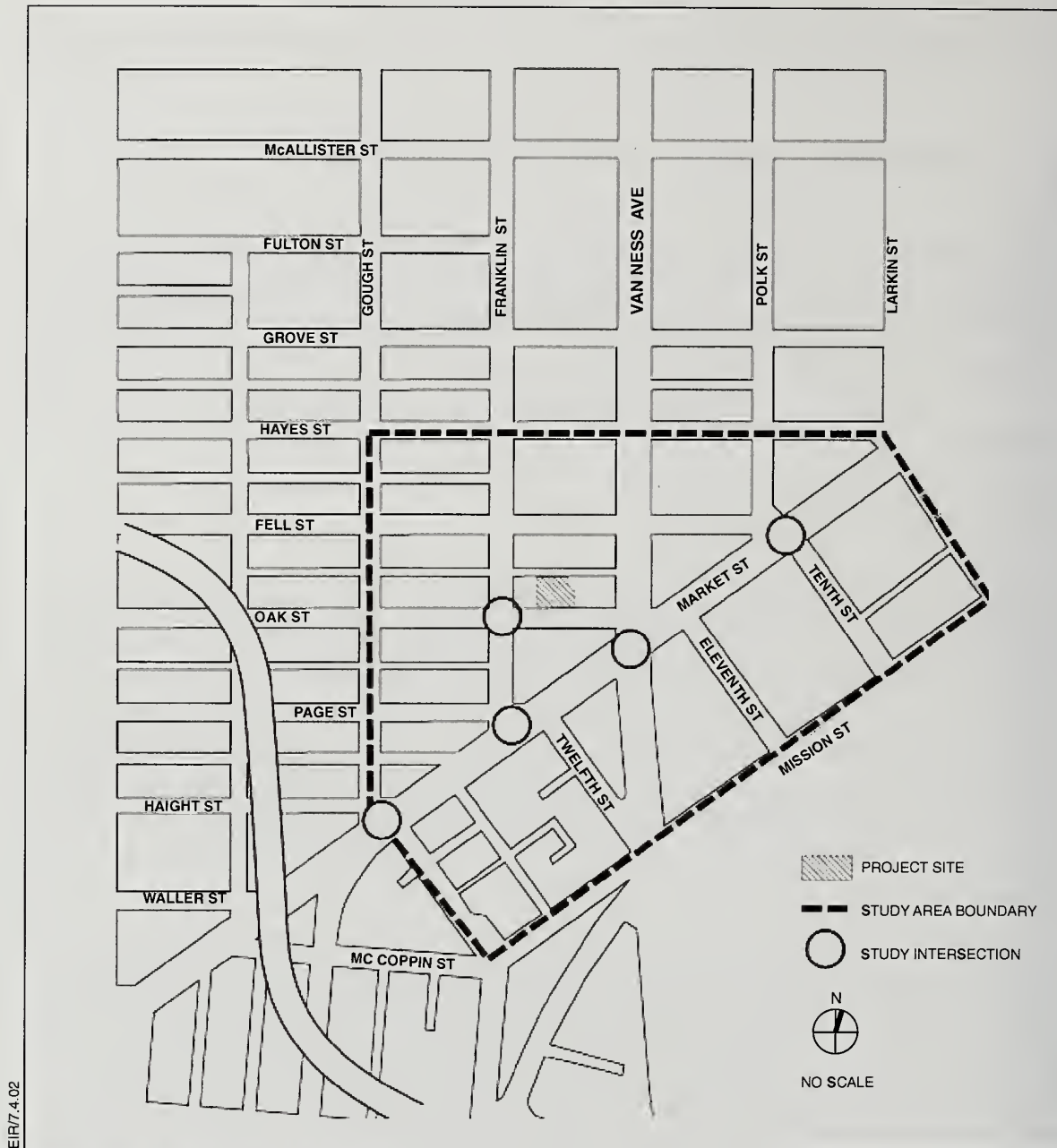
#### LOCAL STREETS

The project is located roughly in the Civic Center area of downtown San Francisco, in the block bounded by Fell Street to the north, Franklin Street to the west, Van Ness Avenue to the east, and Oak Street to the south. Oak Street is one-way westbound in front of the project site, between Van Ness Avenue and Franklin Street. Vehicular traffic accessing the main entrance of 50 Oak Street must therefore enter from Van Ness Avenue. Hickory Street is one-way eastbound behind the project site between Van Ness Avenue and Franklin Street, and provides access to the project site's existing loading door and minor pedestrian exit.

Six streets are used as primary access routes for the project site: Oak Street, Van Ness Avenue, Market Street, Hickory Street, Franklin Street, and Gough Street.

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<sup>1</sup> CHS Consulting Group, *Conservatory of Music Project, Transportation Study*, July 12, 2002. A copy of this report is on file with the Planning Department, 1660 Mission Street, San Francisco, and is available for review by appointment as part of the project file.



EIR/7.4.02

SOURCE: CHS Consulting Group and Turnstone Consulting

Oak Street is an east-west roadway that connects Market Street to Stanyan Street at Golden Gate Park. For most of its length, Oak Street forms a one-way couplet with Fell Street. Oak Street is one-way eastbound west of Franklin Street with three travel lanes from Franklin to Baker Streets, and one-way westbound in front of the proposed project between Franklin Street and Van Ness Avenue with one travel lane. There is on-street parking on both sides of the street. Parking is limited to 10 minutes on the north side of the street between Franklin and Gough Streets in front of the private elementary school from 7:00 to 9:00 a.m. and 4:00 to 6:00 p.m. on school days, with one-hour meters in operation during other hours through 6:00 p.m. Between Van Ness Avenue and Franklin Street, sidewalks on Oak Street are 15 feet wide. West of Franklin Street, the sidewalks are 10 feet wide.

Van Ness Avenue is a primary state highway (U.S. 101). It is a north-south major thoroughfare that connects Aquatic Park to Market Street, near Eleventh Street. South of Market Street, Van Ness Avenue becomes South Van Ness Avenue. Van Ness Avenue is generally a six-lane roadway with three lanes in each direction, with a landscaped or concrete median. In the project vicinity, left turns are prohibited in the northbound direction at McAllister, and in the southbound direction at Market Street. Within the vicinity of the project site, it has on-street parking and 16-foot-wide sidewalks on both sides of the street.

Market Street has two lanes in each direction and 25-foot- to 31-foot-wide sidewalks. Market Street is designated as a Transit Preferential Street between Castro Street and Steuart Street in the *San Francisco General Plan* and is heavily used by transit vehicles. It has streetcar tracks in the center lanes between Steuart and Castro Streets, bus-only lanes between Van Ness Avenue and Fifth Street for inbound traffic and between Van Ness Avenue and Eighth Street for outbound traffic. Transit stops are located at the curbside and at raised islands, staggered to avoid blockage of traffic circulation by transit vehicles stopped at the curb and others stopped at an island in the same block. Along both sides of the street at mid-blocks the sidewalks are narrowed to accommodate pull-outs for passenger loading and delivery zones. Parking is not permitted on Market Street in the study area and left turns are generally prohibited, except at few, designated intersections.

Hickory Street is an east-west roadway running from Van Ness Avenue to Octavia Street and from Laguna Street to Webster Street. It is one-way eastbound from Octavia to Van Ness. In the vicinity of the project site from Franklin to Van Ness it is 21 feet wide with 7-foot-wide sidewalks on both sides with one travel lane and one parking lane. No parking is allowed on the north side of the street at any time.



Franklin Street is a north-south roadway that provides access between Market Street and Fort Mason. Northbound Franklin Street between Market and Sacramento Streets forms a one-way couplet with southbound Gough Street. In the vicinity of the project, Franklin Street is one-way northbound with three travel lanes. It has on-street parking on the west side of the street and 9-foot-wide sidewalks on both sides of the street. On-street parking is prohibited on the west side of the street from 7:00 to 9:00 a.m. between Market and Fulton Streets, and also from 4:00 to 7:00 p.m. north of Fulton Street; it is prohibited on the east side of the street at all times between Oak and Fell Streets and from 7:00 to 9:00 a.m. and 4:00 to 6:00 p.m. north of Fulton Street.

Gough Street is a north-south roadway between Bay Street and Mission Street. Between Sacramento and Market Streets, southbound Gough Street forms a one-way couplet with Franklin Street. Within the project vicinity, Gough Street is one-way southbound with three travel lanes. There is on-street parking on the west side of the street from Oak Street to Haight Street. On-street parking is prohibited on the east side of the street from Fell Street to Page Street during the hours of 7:00 to 9:00 a.m. and 3:00 to 6:00 p.m. and at all times between Page and Market Streets. Thus, during these periods the number of travel lanes increases from three to four.

### **Intersection Operating Conditions**

Intersection levels of service (LOS) were evaluated for five intersections in the vicinity of the proposed project: the three-way intersection of Tenth/Polk/Market Streets, Van Ness Avenue at Market Street, Franklin Street at Market Street, Gough Street at Market Street, and Franklin Street at Oak Street (see Figure 27, p. 82). LOS is a qualitative description of an intersection's performance based on the average delay per vehicle. LOS ranges from A (free flow) to F (congested or overloaded conditions). LOS A, B, C, and D are considered excellent to satisfactory service levels, while LOS E is undesirable and LOS F is unacceptable.

Existing weekday p.m. peak hour (4:30 p.m. to 5:30 p.m.) traffic conditions were evaluated based on traffic counts collected on Tuesday, October 30, 2001, and Thursday, November 15, 2001. Table 2, p. 89, presents LOS and estimated average delay at each study intersection for existing and existing-plus-project conditions. All five of the study intersections currently operate at LOS D or better conditions, considered acceptable conditions. While the intersection at Gough and Market Streets operates overall at LOS D, the southbound Gough Street approach operates at LOS F, with frequent delays.

## TRANSIT NETWORK

The project site is served by the San Francisco Municipal Railway (Muni), the Bay Area Rapid Transit system (BART), Golden Gate Transit, San Mateo County Transit (SamTrans), Caltrain, and AC Transit. Nineteen Muni routes serve the project site, including 12 bus lines, the F-line streetcar on Market Street, and six Metro subway lines with a stop at Van Ness Avenue and Market Street. Muni services were analyzed in terms of five transit corridors, or groups of Muni routes in the project vicinity: Market Street surface bus lines (Lines 6, 7, 71, 66, and F), Market Street subway lines (Lines J, K, L, M, and N), Mission Street lines (Lines 14, 26, and 49 southbound), north-south bus lines (Lines 47 and 49 northbound), and other east-west bus lines (Lines 21 and 5 which run on Hayes and McAllister Streets, respectively). The Market Street subway lines operate at 73 percent capacity during the p.m. peak hour.<sup>2</sup> All other corridors currently operate between 40 and 80 percent of capacity.

BART operates a network of regional rail transit service that includes five rail lines covering Alameda, Contra Costa, San Francisco, and northern San Mateo Counties. The BART station closest to the project site (Civic Center) is located approximately three blocks east of the project site. It is directly accessible by Muni surface and metro subway lines, including lines from the Metro Station at Van Ness Avenue and Market Street less than a block from the project site. Golden Gate Transit provides bus and ferry services to the North Bay. The closest bus stops are along McAllister Street and Van Ness Avenue, accessible by Muni. The ferry terminal is located at the Ferry Building, accessed via Muni Metro subway, the F-line streetcar, and the 7, 14, 21, 66 and 71 bus lines. SamTrans provides bus transportation between San Francisco and San Mateo County. SamTrans routes include stops along Mission Street. Caltrain is a commuter train that provides rail services between San Francisco and Gilroy, about 25 miles south of San Jose. The Caltrain station is located at Fourth and Townsend Streets, accessed on the 47 Muni bus route. AC Transit provides both express and local bus service from San Francisco to Alameda County. All AC Transit buses come to and from the Transbay Terminal located on Mission Street between Fremont and First Streets and accessed on the 14 and 5 Muni bus routes, or from Market Street.

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<sup>2</sup> Muni capacity is estimated based on the number of seated and standing passengers that various types of transit vehicles may safely and comfortably carry. Transit utilization rates are based on average vehicle occupancy for the p.m. peak hour, rather than individual transit vehicle ridership counts. Passenger loads tend to vary from bus to bus and day to day, particularly over one-hour or shorter periods of the day. Crowding has been observed on some transit vehicles serving the study area.

## **PARKING CONDITIONS**

There are 18 public parking facilities in the study area with 2,410 spaces, including the Civic Center Parking Garage and the Performing Arts Garage. The estimated occupancy rate of surface parking lots in the study area is over 90 percent on a weekday midday, which exceeds the 85 to 90 percent effective capacity the parking industry uses as a threshold, and thus would be considered fully occupied. Through the use of valet parking on weekdays, the Civic Center Garage's capacity is increased from its 843 marked stalls to at least 1,000 spaces. With this extra capacity, the Civic Center Garage is approximately 90 percent occupied during the weekday midday. The Performing Arts Garage occupancy is approximately 56 percent.

The Performing Arts Garage experiences a much higher occupancy (98.5 percent) on evenings when a performance is held at the Davies Symphony Hall or the Opera House than on nonperformance evenings (13.1 percent). The Civic Center Garage occupancy is generally low on both nonperformance evenings (14.5 percent) and performance evenings (38.6 percent). Several surface parking lots nearest the performance halls experience higher occupancies on performance evenings due to very high demand by performing arts patrons. However, overall parking lot occupancy at other times is generally low, with rates of 21 percent and 33 percent on nonperformance and performance evenings, respectively.

## **PEDESTRIAN CONDITIONS**

In general, pedestrian volumes are low in front of the proposed project on Oak Street and on Franklin Street. Pedestrian volumes are generally high on Market Street and Van Ness Avenue. Most intersections in the study area have pedestrian crosswalks and signals on all approaches. The intersection at Market Street and Van Ness Avenue is currently equipped with a pedestrian countdown signal that has been in operation for approximately one year. Pedestrian countdown signals let people know how much time they have left to cross the street. Two intersections do not have pedestrian crosswalks at all four approaches: the intersection of Franklin/Oak Streets does not have a crosswalk on the north side of Oak Street; and the intersection of Market/Franklin/Page Streets does not have a crosswalk on the west side of Franklin Street crossing Market Street. While alternative crosswalks are available, the lack of crosswalks at these locations is an inconvenience to pedestrians. To the extent that this existing inconvenience motivates pedestrians to jaywalk, it may raise safety issues.



The intersection of Van Ness Avenue and Market Street is identified in the *San Francisco General Plan* as a Transit Center;<sup>3</sup> it has bus stops that serve ten Muni transit lines and six Muni Metro lines (including the Castro Shuttle). At this intersection there is frequent conflict between pedestrians crossing and right-turn vehicle movements from Van Ness Avenue onto Market Street and from Market Street onto Van Ness Avenue. At the intersection of Hickory Street and Van Ness Avenue, vehicles turning right from Hickory Street to Van Ness Avenue must wait for a gap in both pedestrian and vehicle traffic on Van Ness Avenue. Some of these vehicles may move into the pedestrian crossing area to improve their sightline, which can cause conflicts with pedestrian movements and inconvenience to pedestrians. In addition, Muni buses and trolleys (lines 47 and 49) stop on Van Ness Avenue along the 25 Van Ness building frontage, directly south of Hickory Street.

## BICYCLE CONDITIONS

In the vicinity of the proposed project are five designated bicycle routes: on McAllister and Grove Streets, on Eleventh and Polk Streets, on Van Ness Avenue and Page Street, on Octavia and Valencia Streets, and on Market Street. Most of these routes are Class III routes, with bicycle signs only. Class II bicycle lanes (signs and designated lanes along the street) are provided on Polk Street between Market and Turk, and Grove Street from Van Ness to Market in the eastbound direction. Bicycle volumes are relatively high in the vicinity of the study area; observations show a noticeable number of bicycles using Page Street and Market Street.

## IMPACTS

### METHODOLOGY

#### Trip Generation

Trip generation calculations for the proposed project were based on faculty, staff and student data obtained from San Francisco Conservatory of Music. A field survey was conducted at the Conservatory of Music site at 1201 Ortega Street to establish the p.m. peak hour person trip

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<sup>3</sup> A Transit Center includes a transfer point between two Muni lines and either a transit station or terminal, an intersection of two or more rail transit lines, an intersection of a rail transit line and a Transit Preferential Street, or the intersection of two or more Primary Transit Streets where one carries a regional transit line. *San Francisco General Plan*, Transportation Element, Table 4, p. I.4.43, adopted July 1995.

generation rate, and this rate (2.43 person trips/1,000 gsf) was applied to the Conservatory data. A survey was conducted at the existing 50-70 Oak Street site to determine the person trips generated at this site during the p.m. peak hour. These existing project site trips were deducted from the total person trips estimated for the proposed project to obtain the net new person trips for the proposed project at the Oak Street site.

The proposed project would generate approximately 155 net new person trips during the p.m. peak hour (about 305 trips generated by the proposed project minus the approximately 150 trips generated by uses in the existing 50-70 Oak Street buildings). The corresponding number of daily person trips for the proposed project would be about 1,560.<sup>4</sup> Of the 155 total p.m. peak hour person trips, approximately 65 would use cars, 75 would use transit, 10 would walk, and 5 would use other modes such as bicycle and motorcycle.<sup>5</sup> Of the approximately 65 people who would drive, about 37 vehicle trips would be generated during the p.m. peak hour (8 inbound and 29 outbound vehicle trips). Project vehicle trips were calculated by dividing the estimated project person-trips by auto by the vehicle occupancy rate (VOR) from the *Citywide Travel Behavior Study* provided in the *San Francisco Guidelines for Environmental Review, Transportation Impacts, Interim Guidelines January 2000* ("SF Interim Guidelines").

### **Trip Distribution**

The trip distribution for student trips was based on resident zip code data for existing collegiate and preparatory students provided by the Conservatory of Music. About 65 percent of students reside in San Francisco, with the highest percentage of students (30.5 percent) in the southwest quadrant of the City. The trip distribution for faculty and staff and for visitors was based on data from the Van Ness Avenue Corridor in the SF Interim Guidelines. In general, over 50 percent of students, faculty and staff, and visitors would travel from destinations within San Francisco, about 10-20 percent from the East Bay, and about 15-20 percent from the South Bay/Peninsula areas. Fewer than 10 percent would come from the North Bay. The trip distribution data was used as the basis for assigning project-related vehicle-trips to local streets in the study area.

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<sup>4</sup> The number of daily person trips was calculated by dividing the net new p.m. peak hour person trips by p.m. peak percentage of daily trips (9.7 percent) obtained from the *Citywide Travel Behavior Survey* for institutional uses.

<sup>5</sup> Travel by mode (mode split) was based on data from the Van Ness Avenue Corridor.

## TRAFFIC

As defined by the City and County of San Francisco, the operational impact on signalized intersections is considered significant when project traffic causes level of service to deteriorate from LOS D to E or F or from LOS E to F. For an intersection that operates at LOS E or F under existing conditions, there may be a significant impact depending on the magnitude of the project's contribution to the worsening of delay. In addition, a project would have a significant impact if it would cause major traffic hazards, or would contribute considerably to cumulative traffic increases that would cause the LOS to deteriorate to unacceptable levels (i.e., to LOS E or F).

Project trips were assigned to the roadway network using the "TRAFFIX" computer software. The net new project-generated traffic was assigned to the existing street network in accordance with the trip distribution patterns described above and added to existing traffic on the study area roadways.

Table 2 presents the intersection LOS analysis for the Existing (2001) and Existing-Plus-Project scenarios. With the addition of project-generated trips, all five of the study intersections would continue to operate at the same LOS as existing conditions. For all of the intersections, increases in delays would be less than 1.5 seconds, and no significant impacts would occur. Similar to

**Table 2: Intersection Levels of Service: Existing and Existing-Plus-Project  
(Weekday P.M. Peak Hour Conditions)**

Intersection	Existing (2001)		Existing Plus Project	
	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
Tenth Street/Polk Street/Market Street	15.5	C	15.5	C
Van Ness Avenue/Market Street	31.6	D	31.9	D
Franklin Street/Market Street	25.0	D	25.2	D
Gough Street/Market Street	32.2	D	33.4	D
Franklin Street/Oak Street	16.0	C	16.0	C

Source: CHS Consulting Group, July 2002



existing conditions, the Gough Street southbound approach at Market Street would continue to operate at LOS F, and average stop delays at this approach would increase substantially. The intersection overall would continue to operate at LOS D.

In summary, the project would not change the LOS at intersections studied, except at the Franklin and Market Streets intersection where LOS would degrade from LOS C to LOS D. As noted above, LOS A, B, C and D represent acceptable conditions.

## TRANSIT

A project would have a significant effect on the environment if it would cause a substantial increase in transit demand that could not be accommodated by available transit capacity, resulting in unacceptable levels of transit service; or cause a substantial increase in operating costs such that significant adverse impacts in transit service levels could result. With the Muni and regional transit screenlines analyses, a project would have a significant effect on the transit provider if project-related transit trips would cause the capacity utilization standard to be exceeded during the weekday p.m. peak hour.

For this analysis, transit impacts on Muni were examined in terms of five transit corridors (groups of lines with the same general direction of travel): Muni lines 47 and 49 northbound (north-south lines); Muni bus lines 6, 7, 71 and 66 (peak period only) and the F-line streetcar (Market Street surface lines); Muni Metro lines J, K, L, M, and N (Market Street subway lines); Muni lines 14, 26, and 49 southbound (Mission Street lines); and Muni lines 21 and 5 (east-west lines). All corridors currently operate between 40 and 80 percent of capacity. Transit capacity is based on the number of both seated and standing passengers that various types of transit vehicles may safely and comfortably carry. In contrast to other transit operators, Muni has established a capacity utilization service standard which includes not only seating capacity but also substantial numbers of standees, with standees representing somewhere between 30 percent and 80 percent of seated passengers, depending upon the specific transit vehicle configuration. Thus, Muni corridors at or near capacity operate under noticeably crowded conditions with many standees. Because each corridor includes several Muni lines with multiple transit vehicles from each line, some individual transit vehicles operate at or above capacity and are extremely crowded during the p.m. peak hour at their most heavily used points, while others operate under less crowded conditions. Moreover, the extent of crowding is accentuated whenever target headways are not met through either missed runs and/or bunching in service. Thus, in common with other types of transportation operations such as roadways and parking facilities, transit operations may

experience substantial problems in service delivery well short of the established service capacity utilization standards.

The proposed project would generate about 75 trips on Muni during the p.m. peak hour, all of which would use Muni as their primary mode or to transfer to regional carriers. Project-generated transit trips would be spread over the 20 Muni lines serving the area, resulting in small increases in the existing capacity utilization in each study corridor. That is, with project-generated ridership, there would be a 1 percent increase in capacity utilization on some corridors and less than 1 percent increase on others. No transit corridor studied would exceed 100 percent occupancy. The project would generate less than a 1 percent increase on regional transit systems. In view of the above, the project would not cause significant impacts on transit service.

## **PARKING**

The Conservatory of Music would not provide off-street parking. None is required for non-residential uses in the C-3 Districts, in which commuter parking is discouraged. Thus, the project would be in conformity with Planning Code requirements and the City's Transit First policy (in San Francisco Charter Section 16.102).

The projected parking demand was based on the average number of people in the building on a typical day. The Conservatory of Music would have approximately 1,078 total students and faculty/staff, an increase of about 220 people compared to existing conditions at the Ortega Street site. At the new 50 Oak Street site, there would be about 108 full-time faculty and staff, about 320 collegiate students, about 150 part-time faculty, and about 500 part-time preparatory students. The majority of the increase in numbers of people is expected to be about 150 additional preparatory students, compared to the old location. The part-time faculty teach a few hours of classes per week; many are members of the San Francisco Symphony or the San Francisco Opera who would be expected to walk to the new site from the Opera House or Davies Symphony Hall. These trips would not generate additional vehicle trips. Preparatory students typically attend music classes once or twice a week, after regular schooling and on weekends. The average number of people in the building on a given day would range between about 375 and 425, including most of the full-time faculty, staff, and collegiate students, and a few of the part-time faculty and preparatory students.

Long-term parking demand would be generated by faculty, staff and collegiate students. The 108 full-time faculty and staff would generate a demand for about 30 parking spaces. The collegiate

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#### C. Transportation

students and part-time faculty would generate a demand for about 65 to 80 parking spaces. The project would generate a long-term parking demand for approximately 106 to 121 spaces and short-term parking demand for approximately four to six spaces. This analysis assumed no existing parking demand from the project site; thus it is a conservative approach. The project's parking demand can be accommodated by existing parking lots and garages in the project vicinity.

The existing weekday midday, off-street, public-parking occupancy survey data indicate that the occupancy rate is approximately 82 percent with about 462 vacant spaces, primarily in the Performing Arts Garage and the Civic Center Garage. The proposed project's parking demand would be expected to be accommodated within this available off-street parking supply. With the project, the overall occupancy rate at these off-street parking facilities would increase from about 82 percent to about 87 percent. In non-valet parking lots, at 85 to 90 percent occupancy there are parking spaces available, but people often must circulate throughout the parking facility to find a space. Some students may seek on-street parking spaces. Since the existing weekday midday on-street parking is generally full, students may seek on-street parking spaces outside of the parking study area in the Hayes Valley neighborhood or shift to other modes of transportation.

It is anticipated that Conservatory students would be more likely to take transit to the new Conservatory location in the Civic Center than to the existing one on Ortega Street. This would reduce the number of students being driven to the Conservatory and dropped off by parents. Short-term parking demand would be generated primarily by preparatory students being dropped off and picked up by their parents. Approximately four to six spaces would be needed for the drop-off/pick-up activity. This parking demand would be transient (before and after class), and would be expected to take approximately one minute per vehicle. The project sponsor would petition the San Francisco Department of Parking and Traffic to convert four to six parking spaces to six passenger loading spaces for use by student drop-off and pick-up activities in front of the proposed project on Oak Street. It is anticipated that one-half of all parents dropping off students at the new Conservatory site would park in the vicinity and wait for lessons to end. This activity would increase the demand for parking during the weekday afternoon hours by approximately 12 spaces. On-street parking in the vicinity of the project is generally fully occupied; however, this demand could be met in available off-street parking lots nearby.

There would be a project-generated demand for approximately 45 to 265 parking spaces during weekday evenings, weekend afternoons, and weekend evenings for the expected maximum 350 performances held at the Conservatory each year. About 60 percent (210) of the annual



performances have 50 or fewer patrons; 30 percent (105) have between 50 and 100 patrons; and 10 percent (35) have between 100 and 300 patrons. Two performances only each year have attracted more than 300 patrons at the Ortega Street site. The existing weekday evening occupancy rate for surface parking lots in the parking study area (generally from about Ninth and Market Streets to Hayes and Gough Streets) is approximately 21 percent to 33 percent, with about 775 to 660 vacant spaces. In addition, the Civic Center Garage is approximately 15 percent to 39 percent occupied on nonperformance and performance weekday evenings, respectively, with about 520 to 720 vacant spaces. The proposed project's parking demand for performances could thus be accommodated within one and one-half blocks of the project site on evenings when no other major Civic Center performances were held. On evenings with other Civic Center performances (such as the San Francisco Symphony or Opera), some Conservatory patrons would find parking at the Civic Center Garage or other lots further than one and one-half blocks, or change travel mode.

The project would not include on-site parking, which is consistent with San Francisco Planning Code standards which do not require parking for the proposed use in a C-3-G district and with the City's "Transit First" policy. As discussed previously, the parking demand generated by the project can generally be accommodated by existing parking lots and garages in the project vicinity. Parking occupancy rates in the project vicinity would increase slightly with the project, but there would be opportunities to park nearby aside from those occasions, generally in the evening and on weekends when there is more than one large performance or other event occurring in the Civic Center area. The social inconvenience of having, on some occasions, to hunt for scarce parking spaces is not an environmental impact. The increased parking demand generated by the project would not substantially alter the existing character of the area-wide parking situation and would not be considered a significant environmental effect under CEQA. No significant parking impacts would be created by the proposed project.

On evenings with multiple performances (occasionally there are major performances in both the Opera House and Davies Symphony Hall), vehicles queue at the entrances to the Civic Center Garage and the Performing Arts Garage during the hour before performances begin; these queues can temporarily interfere with traffic flow at nearby intersections. Motorists parking to attend Conservatory performances could contribute to these queues. Because the queues occur for a short period in the evening, and occur on about 15 percent of weekday evenings during the year, they are not considered to cause significant secondary traffic impacts.

## **PEDESTRIANS**

The proposed project is anticipated to generate a total of about 85 pedestrian trips (including 75 transit and 10 walk trips) to and from the site during the p.m. peak hour. Since the main entrance to the Conservatory would be located on Oak Street between Franklin Street and Van Ness Avenue, much of the project pedestrian traffic would be added to the crosswalks at Van Ness Avenue/Market Street. Designated crosswalks are located on all approaches at this intersection; the added volumes are not anticipated to be substantial and therefore would not create significant impacts. Pedestrians crossing this intersection and right-turn vehicle movements often conflict, causing temporary traffic back-ups. The remaining sidewalks and crosswalks in the study area generally have low pedestrian volumes. It is anticipated that the additional pedestrian trips would not result in significant impacts on pedestrian circulation in the area.

## **BICYCLE CONDITIONS**

If all of the five “other” person-trips made during the p.m. peak hour were bicycle trips, it is not anticipated that the proposed project would generate significant bicycle impacts. Five bicycle trips would not add substantial bicycle traffic to existing relatively high levels on the nearby bicycle routes. The project would provide 12 bicycle parking facilities (in bike racks) inside the building. In addition, there would be three showers and approximately 300 lockers in the building available for use by students and faculty.

## **LOADING**

The proposed project would not provide off-street loading space. The project is expected to generate approximately 13 delivery trips per day. According to the project sponsor, the Conservatory currently gets about seven, or about half the number of deliveries calculated for the proposed project using standard formulae. The deliveries are made by the U.S. Postal Service and major delivery services. Although the school capacity would increase, the project sponsor does not expect a doubling of deliveries.<sup>6</sup> If the sponsor’s estimate is accurate, 13 delivery trips is a conservatively high estimate. Thirteen deliveries per day corresponds to a demand for less than one loading space, or 0.6 space, during an average loading hour and 0.75 space during the peak loading hour.

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<sup>6</sup> Scott B. Lewis, Oppenheim/Lewis, Conservatory representative, telephone conversation with Turnstone Consulting, September 10, 2002.

The existing buildings at 50 and 70 Oak Street do not have off-street loading spaces, nor would any be required for the project under Planning Code Section 152.1. The proposed project is less than 100,000 gsf when exclusions for performance and circulation spaces are accounted for in accordance with Planning Code Section 102.9(b), and thus would not be required to provide off-street loading.

Loading activities for the proposed project would occur from Hickory Street. The proposed project would have a double door at the rear of the building on Hickory Street, which would lead to a freight elevator inside the building. There is an existing yellow loading zone on Hickory Street that would be maintained for freight vehicles making deliveries to the proposed project. If this loading space were occupied when project-generated delivery vehicles arrive, the delivery vehicle might double park to make deliveries. A double-parked truck would block traffic circulation on Hickory Street, causing temporary traffic congestion problems on Hickory Street and possibly at the parking lot vehicle entrance on Hickory Street for the proposed new building at Hickory Street, Fell Street, and Van Ness Avenue. The project sponsor would consult with the Department of Parking and Traffic to develop an enforceable plan to ensure that the loading zone would be available for vehicles destined to the Conservatory to reduce the likelihood of double-parked trucks on Hickory Street.

## CONSTRUCTION

Project construction is expected to take approximately 26 to 28 months. During the construction period, there would be a peak construction-worker parking demand for up to 140 parking spaces. Worker vehicles would have to be accommodated in adjacent off-street and curbside parking spaces unless the project sponsor were to arrange for off-street parking nearby or a shuttle. In addition, the sidewalk on Oak Street in front of the proposed project would be occupied by contractors, and a temporary covered walkway would be installed along the entire Oak Street and Hickory Street frontages of the proposed project, resulting in a temporary loss of approximately 32 on-street parking spaces. Additional parking spaces might be displaced during portions of the construction period for staging and unloading of trucks. Until a construction contractor is retained by the project sponsor the location of construction staging is not known; staging is likely to occur on either or both of the Oak Street and Hickory Street sidewalks and/or on part of the parking lot adjacent to the west of the site.

The displacement of parking spaces by the temporary walkway, construction trucks, and construction workers' vehicles would reduce the availability of on-street parking in the vicinity of



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the proposed project during the construction period. Those who would otherwise park in the displaced on-street spaces would need to find parking elsewhere, either in off-street parking facilities or in other neighborhoods, or change travel modes. Impacts associated with construction activities are considered not significant because they would be temporary and intermittent over the duration of construction.

Construction would include demolition (about four months), excavation and foundation construction (about five months, beginning during the demolition phase), framing (about ten months, with some overlap with foundations), and interior finishing (about 20 months, beginning during the framing phase). The demolition and foundation phases would generate the greatest numbers of truck trips, ranging from 2 to 10 truck trips per day during most of the foundation work, to 15 to 25 truck trips per day during demolition. The most concentrated truck activity would occur during the concrete pours for the foundations.

Due to the one-way directions of the streets in the area and the width of Hickory Street, it is anticipated that construction vehicles destined to the project site would travel southbound on Van Ness Avenue and turn right on Oak Street. Any construction traffic occurring between the hours of 7:00 a.m. and 9:00 a.m. or between 3:30 p.m. and 6:00 p.m. would coincide with peak traffic and could impede traffic flow. The impact of lane closures and construction traffic would lessen the capacity of the streets, slowing the movement of traffic (including Muni buses). To the extent possible, truck movements would be limited to the hours between 9:00 a.m. and 3:30 p.m. to minimize disruption of the general traffic flow on adjacent streets.

The project sponsor and construction contractor(s) would meet with the Traffic Engineering Division of the Department of Parking and Traffic, the Department of Public Works, the Fire Department, Muni's Street Operation and Special Events Office, and the Planning Department to determine feasible measures to reduce temporary traffic congestion and pedestrian circulation effects during construction of the project and to ensure that construction activities do not temporarily impact Muni bus stops or routes in the vicinity.

During foundation construction, there could be up to 20 concrete trucks coming to the site, with approximately three or four trucks on site at any given time. These trucks would have to come in one or two at a time, pull into the project site from Oak Street, discharge their concrete, then pull out for the next truck to come into the site. The curb space in front of the project site on Oak Street should be sufficient for approximately four concrete trucks. The waiting trucks would

need to park at off-site locations to be determined by the contractor. Any closure of parking spaces would need to be coordinated with the Department of Parking and Traffic.

It is not likely that Muni would be affected by construction activity on Oak Street because there is no regular Muni bus stop on Oak Street in front of the proposed project. However, many construction vehicles would turn right from Van Ness Avenue onto Oak Street in front of a heavily used Muni bus stop. Adequate construction management would be required to avoid trucks occupying this bus stop to avoid potential conflicts and disruptions to Muni service. In the event that a bus stop would need to be temporarily relocated, the project sponsor would be responsible for contacting the Muni Chief Inspector for approval prior to the start of construction.

#### **FUTURE (YEAR 2020) CUMULATIVE (INCLUDING PROJECT)**

##### **Traffic**

Future cumulative intersection LOS conditions were calculated by adding future background traffic growth and proposed project traffic to the existing traffic volumes at each of the five study intersections. (See Figure 27, p. 82.) The growth rates for the intersections of Tenth/Market Streets and Van Ness Avenue/Market Street were obtained from background studies for the *Mid-Market and South of Market Redevelopment Areas EIR*. For the other three intersections, growth rates were derived from these background studies as follows: for the east-west movements, the approach and departure growth rates in the east/west directions for the Van Ness/Market intersection were used; for the north-south movements, the average growth rates in the north-south movements for the two intersections of Market/Tenth and Market/Ninth were applied.

Table 3 presents a comparison of the existing, existing-plus-project, and future cumulative conditions. As shown on Table 3, the intersections of Tenth Street/Polk Street/Market Street, and Franklin/Oak Streets operate at LOS C with existing, existing-plus-project, and cumulative conditions. The intersection of Franklin/Market Streets would operate at LOS D with existing, existing-plus-project, and 2020 cumulative conditions. The intersections of Van Ness Avenue/Market Street and Gough/Market Streets would deteriorate from LOS D under existing and existing-plus-project conditions to LOS E under 2020 cumulative conditions.

**Table 3: Intersection Levels of Service: Existing, Existing-Plus-Project, and Future (Year 2020) Cumulative (P.M. Peak Hour Conditions)**

Intersection	Existing		Existing Plus Project		Future Cumulative	
	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
Tenth Street/Polk Street/Market Street	15.5	C	15.5	C	17.0	C
Van Ness Avenue/Market Street	31.6	D	31.9	D	53.4	E
Franklin Street/Market Street	25.0	D	25.2	D	37.5	D
Gough Street/Market Street	32.2	D	33.4	D	48.3	E
Franklin Street/Oak Street	16.0	C	16.0	C	17.0	C

Source: CHS Consulting Group, July 2002

At the intersection of Gough/Market Streets and Van Ness Avenue/Market Street, there would be significant cumulative traffic impacts due to anticipated background traffic growth, which would cause LOS at these intersections to deteriorate from LOS D to LOS E for 2020 cumulative conditions. The project's share of future traffic growth at these intersections would be 3 percent and 1 percent, respectively. For the traffic movements that determine overall LOS performance at the Gough/Market intersection, the project would add about 17 vehicles to the southbound traffic movement on Gough Street, which would operate at LOS E for 2020 cumulative conditions. Similarly, the project would add about three vehicles to the southbound traffic movement and about one vehicle to the westbound traffic movement at the Van Ness/Market intersection; these two movements determine overall LOS performance at this intersection. In each of these instances, the project's contribution would be small, about 1 percent. In view of the above, project traffic would not represent a considerable contribution to 2020 cumulative traffic conditions, and although it would contribute to cumulative impacts, the project impact would not be considered a significant traffic impact.

### Parking Impacts

Two existing parking lots within the parking study area would be displaced by development projects that have been approved by the City but have not yet begun construction. The two



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surface lots are located at Hayes and Polk Streets and at Fell Street and Van Ness Avenue, and have a combined total of 80 parking spaces.

With the expected loss of 80 parking spaces at these lots, sufficient off-street weekday evening parking within one and a half blocks of the proposed project would continue to be available for Conservatory performances with up to approximately 240 patrons on evenings without another performance in the Civic Center area. The parking demand for Conservatory performances with approximately 180 or fewer patrons could be accommodated within one and one-half blocks of the proposed project on weekday evenings with another coinciding performance in the area. Any additional Conservatory performance parking demand could be accommodated at the Civic Center Garage.

## **D. GROWTH INDUCEMENT**

Growth inducement under CEQA considers the ways in which proposed and foreseeable project activities could encourage and facilitate other activities that would induce economic or population growth in the surrounding environment, either directly or indirectly. The Initial Study (see Appendix A, pp. 14-17) concluded that the project would not induce substantial growth or create a substantial demand for additional housing in San Francisco. This section summarizes the possibilities for growth and concludes that the project is unlikely to bring about induced growth at a significant level.

The San Francisco Conservatory of Music employs 237 full- and part-time staff at 1201 Ortega Street. Upon relocating to 50 Oak Street, the Conservatory would increase staff by about 21. The Conservatory's 38 full-time faculty, 70 support staff, and 150 part-time faculty, a total of 258 employees, would replace the approximately 65 employees currently in the 50 and 70 Oak Street buildings at the project site.

The Conservatory expects to enroll 320 collegiate (full-time) and 500 preparatory (part-time) students (820 total students) at the project site. This would be an increase of about 25 percent, or 200 students, 50 of whom would be full-time. The increased number of collegiate students and full-time employees could slightly increase demand for local housing. Approximately 39 students and some of the 11 new full-time staff members could be expected to seek housing within the City. The potential increase in employment would be small in the context of total employment in San Francisco, and in the need for increased housing. The Conservatory is already located in San Francisco, and therefore most students and employees already reside in the City. Some Conservatory faculty have other jobs in the Civic Center area, particularly with the San Francisco Symphony or the San Francisco Ballet or San Francisco Opera symphonies. Thus, the above-estimated demand for housing could be conservatively high.

While the increased daytime population at the site could result in an increase in the demand for retail goods, restaurants, and other services, there are businesses and services already located nearby to respond to this demand. The direct and any induced growth of the proposed project would fall within ABAG's regional forecasts of employment, household, and population growth.

The project would be infill development in a developed urban area, and no expansion of municipal infrastructure not already under consideration would be required to serve the project.

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#### D. Growth Inducement

Since the project does not have unusual labor requirements, it would be expected that project construction would meet its needs for labor within the regional labor market for construction projects in San Francisco without attracting construction labor from areas beyond the region's borders.



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#### **IV. MITIGATION MEASURES PROPOSED TO MINIMIZE THE POTENTIAL ADVERSE IMPACTS OF THE PROJECT**

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In the course of project planning and design and in preparation of the Initial Study for the project, mitigation measures have been identified that would reduce or eliminate potential significant environmental impacts of the proposed project. In addition, during preparation of this EIR, further mitigation measures were identified to reduce or eliminate identified project impacts. In the following discussion, the measure included in the project that is identified in the EIR for historical resources is listed first. This measure would reduce, but not eliminate, significant impacts on historical resources. Listed second are mitigation measures for construction air quality, archaeological resources, and hazards and hazardous materials; these are included in the project and were discussed in the Initial Study (see Appendix A, pp. 43-46). A mitigation for significant cumulative traffic impacts is listed third. Implementation of this measure would not be the responsibility of the project sponsor. Improvement measures that would reduce non-significant impacts are listed at the end of this chapter. Most of the mitigation measures have been included in the project; other measures may be required by decision makers as conditions of project approval if the project is approved.

Existing City, state, and federal regulations require a variety of protective and other measures that would also serve to mitigate potential project impacts. These measures are not identified in this chapter; rather, they are assumed to constitute part of the project, and compliance with the measures would be monitored by the appropriate regulatory agencies. City-mandated controls on the project would include a limitation on construction noise (San Francisco Noise Ordinance, Article 29 of the San Francisco Police Code, 1972); a prohibition on the use of mirrored glass on the building (City Planning Commission Resolution No. 9212); protective measures against lead-based paint exposure (Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint) and the requirement for street trees (Planning Code, Section 143). The project sponsor and construction contractors would also be required to observe state and federal OSHA safety requirements related to handling and disposal of other hazardous materials, such as asbestos and hazardous materials in water and soils.

IV. Mitigation Measures Proposed to  
Minimize the Potential Adverse Impacts of the Project

## MITIGATION MEASURES INCLUDED IN THE PROPOSED PROJECT

### Mitigation Measure Identified by this Report

#### Historical Resources

1. The project sponsor shall provide historic documentation of the 50 Oak Street building's exterior and interior, meeting Historic American Buildings Survey (HABS) recordation standards. Such documentation shall include the following:
  - A HABS outline report including descriptive and historical information.
  - Photographic documentation of the exterior of the 50 Oak Street building. Such documentation shall meet HABS standards of detail and quality for photographic documentation in 4x5 or 5x7 photographs and negatives.
  - Photographic documentation of the interior of the 50 Oak Street building. Such documentation shall meet HABS standards of detail and quality for photographic documentation in 4x5 or 5x7 photographs and negatives. It shall include the interior spaces and features identified in the historic resources study and shall be keyed to a description in the outline report of the location, condition, and significance of each space or feature.
  - An appropriately conserved set of the existing architectural drawings of 50 Oak Street.
  - A display of photographs and interpretive materials concerning the history and architectural features of 50 Oak Street shall be installed inside the proposed project in an area accessible to the public.

Copies of the narrative, photographic documentation and any available architectural drawings of the building shall be submitted to the San Francisco Planning Department prior to authorization of any permit that may be required by the City for alteration at 50 Oak Street.

In addition, the project sponsor shall prepare and transmit the photographs and descriptions of 50 Oak Street to the History Room of the San Francisco Public Library, and to the Northwest Information Center of the California Historical Information Resource System.

The above measure would reduce the adverse effect of the project on the historical resource at 50 Oak Street, but would not reduce the impact to a less-than-significant level. Therefore, a significant unavoidable impact on historical resources would remain.

#### IV. Mitigation Measures Proposed to Minimize the Potential Adverse Impacts of the Project

##### **Mitigation Measures Identified by the Initial Study**

Implementation of the following measures identified in the Initial Study would reduce impacts to less-than-significant levels:

##### Construction Air Quality

2. To reduce particulate emissions, the project sponsor shall require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor shall require that contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

##### Archaeological Resources

The following mitigation measure for archaeological resources has been revised and expanded since publication of the Initial Study; the approach to mitigation has not changed, but more detailed procedures have been included. The project sponsor has agreed to carry out the measure as revised.

3. Based on a reasonable presumption that archaeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archaeology. The archaeological consultant shall undertake an archaeological testing program as specified herein. In addition, the consultant shall be available to conduct an archaeological monitoring and/or data recovery program if required pursuant to this measure. The archaeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archaeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of



#### IV. Mitigation Measures Proposed to Minimize the Potential Adverse Impacts of the Project

construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archaeological resource as defined in CEQA Guidelines Sect. 15064.5 (a)(c).

*Archaeological Testing Program.* The archaeological consultant shall prepare and submit to the ERO for review and approval an archaeological testing plan (ATP). The archaeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archaeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archaeological testing program will be to determine to the extent possible the presence or absence of archaeological resources and to identify and evaluate whether any archaeological resource encountered on the site constitutes an historical resource under CEQA.

At the completion of the archaeological testing program, the archaeological consultant shall submit a written report of the findings to the ERO. If based on the archaeological testing program the archaeological consultant finds that significant archaeological resources may be present, the ERO in consultation with the archaeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archaeological testing, archaeological monitoring, and/or an archaeological data recovery program. If the ERO determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

- A) The proposed project shall be re-designed so as to avoid any adverse effect on the significant archaeological resource; or
- B) A data recovery program shall be implemented, unless the ERO determines that the archaeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

*Archaeological Monitoring Program.* If the ERO in consultation with the archaeological consultant determines that an archaeological monitoring program shall be implemented the archaeological monitoring program shall minimally include the following provisions:

- The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archaeological consultant shall determine what project activities shall be archaeologically monitored. In most cases, any soils-disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archaeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;

#### IV. Mitigation Measures Proposed to Minimize the Potential Adverse Impacts of the Project

- The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archaeological resource;
- The archaeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archaeological consultant and the ERO until the ERO has, in consultation with project archaeological consultant, determined that project construction activities could have no effects on significant archaeological deposits;
- The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archaeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect demolition/excavation/pile-driving/construction activities and equipment until the deposit is evaluated. If in the case of pile-driving activity (foundation, shoring, etc.), the archaeological monitor has cause to believe that the pile-driving activity may affect an archaeological resource, the pile-driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archaeological consultant shall immediately notify the ERO of the encountered archaeological deposit. The archaeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archaeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archaeological resources are encountered, the archaeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

*Archaeological Data Recovery Program.* The archaeological data recovery program shall be conducted in accord with an archaeological data recovery plan (ADRP). The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archaeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archaeological resources if nondestructive methods are practical.

#### IV. Mitigation Measures Proposed to Minimize the Potential Adverse Impacts of the Project

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archaeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archaeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

*Human Remains and Associated or Unassociated Funerary Objects.* The treatment of human remains and of associated or unassociated funerary objects discovered during any soils-disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines. Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

*Final Archaeological Resources Report.* The archaeological consultant shall submit a Draft Final Archaeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archaeological resource and describes the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archaeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1)



#### IV. Mitigation Measures Proposed to Minimize the Potential Adverse Impacts of the Project

copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

##### Hazards and Hazardous Materials

4. Prior to any demolition or excavation at the project site, the project sponsor shall conduct surveys to identify any asbestos-containing materials and any lead-based paint in existing structures proposed for demolition or alteration. If sampling identifies the presence of such materials, they shall be removed and disposed of at an approved site in accordance with applicable local, state, and federal regulations.

Soil and groundwater samples shall be collected in such areas as directed by the project sponsor's site assessment consultant and based on conclusions and recommendations in the Phase I Environmental Site Assessment. Sampling would extend at least to depths proposed for excavation. The samples shall be collected in accessible areas prior to any site development activities, and in areas that are not currently accessible during proposed demolition activities.

Soil and groundwater samples shall be characterized (analyzed) for metals, petroleum hydrocarbons and gasoline/diesel components, volatile and semi-volatile organic compounds, and other constituents, as requested by the Department of Public Health (DPH). In addition, groundwater characterization shall be carried out for total suspended solids, total settleable solids, pH, total dissolved solids, and turbidity. Samples shall be analyzed by state-accredited laboratories. Based on the results of soil and groundwater characterization, a Site Mitigation Plan shall be prepared by a qualified individual, in coordination with DPH and any other applicable regulatory agencies. The sampling and studies shall be completed by a Registered Environmental Assessor or a similarly qualified individual. Excavated soils shall be disposed of in an appropriate landfill, as governed by applicable laws and regulations, or other appropriate actions shall be taken in coordination with DPH.

Prior to initiating any earth-moving or dewatering activities at the site, a Worker Health and Safety Plan, as required by Cal-OSHA, shall be prepared to ensure worker safety. The Worker Health and Safety Plan shall identify protocols for managing soils during construction to minimize worker and public exposure to soils with hazardous levels of chemicals. The protocols shall include at a minimum:

- Characterization of excavated native soils proposed for use on site prior to placement, to confirm that the soil meets appropriate standards.

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- The dust controls specified in Mitigation Measure 2: Construction Air Quality, p. 104.
- Protocols for managing stockpiled and excavated soils.

The Worker Health and Safety Plan shall identify site access controls to be implemented from the time of surface disruption through the completion of earthwork construction. The protocols shall include at a minimum:

- Appropriate site security to prevent unauthorized pedestrian/vehicular entry, such as fencing or other barrier, or sufficient height and structural integrity to prevent entry, and based on the degree of control required.
- Posting of “no trespassing” signs.
- Providing on-site meetings with construction workers to inform them about security measures and reporting/contingency procedures.

If hazardous levels of chemicals are found in groundwater, the Worker Health and Safety Plan shall identify protocols for managing groundwater during construction to minimize worker and public exposure. The protocols shall include procedures to prevent unacceptable migration of chemicals from defined plumes during dewatering.

The Worker Health and Safety Plan shall include a requirement that construction personnel be trained to recognize potential hazards associated with underground features that could contain hazardous substances, previously unidentified contamination, or buried hazardous debris.

The Worker Health and Safety Plan shall include procedures for implementing a contingency plan, including appropriate notification and control procedures, in the event unanticipated subsurface hazards are discovered during construction. Control procedures could include, but would not be limited to, further investigation and removal of underground storage tanks or other hazards.

All reports and plans prepared in accordance with this measure shall be submitted to DPH and any other appropriate agencies identified by DPH, pursuant to procedures in the Final Voluntary Cleanup plan. The Worker Health and Safety Plan and Site Mitigation Plan shall be submitted at least two weeks prior to initiating excavation or dewatering. When all hazardous materials have been removed from existing buildings, and soil and groundwater analysis and other activities have been completed, as appropriate, the project sponsor shall submit to the San Francisco Planning Department and DPH (and any other agencies identified by DPH) a report stating that the applicable mitigation measure(s) have been implemented. The report shall describe the steps taken to comply with the mitigation measure(s) and include all verifying documentation. The report shall be certified by a Registered Environmental Assessor or similarly qualified individual who

#### IV. Mitigation Measures Proposed to Minimize the Potential Adverse Impacts of the Project

states that all necessary mitigation measures have been implemented, and specifying those mitigation measures that have been implemented.

#### **MITIGATION MEASURE THAT COULD BE IMPLEMENTED BY OTHER AGENCIES**

Project traffic would not individually contribute significantly to cumulative traffic conditions in nearby intersections, though significant traffic impacts are anticipated at the intersections of Gough and Market Streets and Van Ness Avenue and Market Street for 2020 cumulative conditions. The following mitigation measure for significant cumulative traffic impacts could not be carried out by the project sponsor or imposed by the Planning Commission. Implementation would be the responsibility of the Department of Parking and Traffic.

5. The southbound approach at the intersection of Gough Street and Market Street has two lanes for access to Haight Street and Market Street westbound, and two lanes to continue on Gough Street and Market Street eastbound. The first two lanes are projected to carry about 1,025 vehicles, the latter two lanes are forecast to carry about 1,790 vehicles in the p.m. peak hour, resulting in an overall LOS E. The intersection geometry at this location does not allow for physical modifications to the geometry to add capacity to improve the intersection operation without acquiring property and demolishing buildings. The only possible improvement would appear to be the modification of the signal timing, i.e. reduce the Market Street green time by 2.0 seconds and increase the Gough Street green time by 2.0 seconds. This signal timing change would improve this intersection to LOS D with an average delay of 38.4 seconds/vehicle. However, it could cause minor delays on the transit operations on this portion of Market Street.

At the intersection of Van Ness Avenue and Market Street, signal timing changes would not improve LOS under future cumulative conditions. Adding lanes at this intersection would require either substantially narrowing sidewalks (to about five feet) or property acquisition and demolition of existing buildings. Therefore, no improvements are suggested for the Van Ness Avenue and Market Street intersection.

#### **IMPROVEMENT MEASURES IDENTIFIED BY THIS REPORT**

Improvement measures are actions or changes that would reduce effects of the project that were found through the environmental analysis to have less-than-significant impacts. Improvement measures identified in the EIR may be required by decision makers as conditions of approval.



## IV. Mitigation Measures Proposed to Minimize the Potential Adverse Impacts of the Project

### **Historical Resources**

The project sponsor could provide photographic documentation of the 70 Oak Street building exterior and interior. The views would include full facade views, and exterior detail and interior views of the features and spaces described in the historic resources study prepared by Page and Turnbull. All photographs would be appropriately identified and bound in a volume suitable for long-term storage. The project sponsor would transmit the photographs to the History Room of the San Francisco Public Library in a form acceptable to the Library, and also include copies with the documentation created under the mitigation measure for Historical Resources (see p. 103).

### **Parking**

Project-related parking demand could be met in parking facilities within walking distance of the project site. Parking would not be a significant environmental impact. The following measure would facilitate transient parking activity as preparatory students are dropped off or picked up by parents for music lessons. The project sponsor could petition the San Francisco Department of Parking and Traffic to change four to six existing parking spaces to passenger loading spaces for use for student drop-off and pick-up activities in front of the project site, on Oak Street throughout the day.

### **Loading**

Loading activities would not cause significant impacts. The existing yellow loading zone could be retained on Hickory Street to accommodate project freight activities.

### **Construction**

Construction impacts would be temporary and of short-term duration. Therefore, they would not be considered significant environmental impacts. In order to reduce potential non-significant construction impacts, the project sponsor could implement the following improvement measures:

- To the extent possible, truck movements should be limited to the hours between 9:00 a.m. and 3:30 p.m. or other times as approved by the Department of Parking and Traffic (DPT) to minimize disruption of the general traffic flow on adjacent streets. Construction traffic occurring between the hours of 7:00 a.m. and 9:00 a.m. or between 3:30 p.m. and 6:00 p.m. would coincide with peak hour traffic, and could impede traffic flow and slow traffic and Muni bus movement.

#### IV. Mitigation Measures Proposed to Minimize the Potential Adverse Impacts of the Project

- The project sponsor and construction contractor(s) could meet with the Traffic Engineering Division of the Department of Parking and Traffic, the Department of Public Works, the Fire Department, Muni's Street Operation and Special Events Office and the Planning Department to determine feasible traffic measures to reduce traffic congestion and pedestrian circulation impacts during construction of the project and to ensure that construction activities do not impact Muni bus stops or routes in the vicinity.

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## **V. SIGNIFICANT ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED**

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In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Section 15126(b) of the state *CEQA Guidelines*, the purpose of this section is to identify environmental impacts that cannot be eliminated or reduced to an insignificant level by mitigation measures included as part of the proposed project, or by other mitigation measures that could be implemented, identified in Chapter IV, Mitigation Measures, pp. 102-110.

The proposed project, with mitigation, would have the following unavoidable significant impact on historical resources, due to its impact on the Category II, Significant building at 50 Oak Street:

- The removal of original entrance features of 50 Oak Street would materially impair the physical characteristics of the historic architectural resource that convey its historical significance and which justify, in part, its designation under Article 11.
- The proposed demolition of interior spaces, and the proposed changes to the vertical alignment of some of the new floors, would materially impair the physical characteristics of the historic architectural resource that convey its historical significance and that justify, in part, its eligibility for inclusion in the California Register as determined by the lead agency for the purposes of CEQA.

With implementation of the mitigation measures listed in Chapter IV, most potentially significant impacts would be reduced or eliminated to a less-than-significant level. Impacts on historical resources, specifically 50 Oak Street, would remain significant, as noted above. This chapter is subject to final determination by the City Planning Commission as part of the certification of the EIR. Measures under consideration may be required by the Planning Commission as conditions of project approval if the project were to be approved. The Final EIR will be revised, if necessary, to reflect the findings of the Commission. The project sponsor has agreed to implement all mitigation measures in Chapter IV (except those requiring implementation by a public agency) in an agreement dated December 3, 2002.



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## **VI. ALTERNATIVES TO THE PROPOSED PROJECT**

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This chapter identifies alternatives to the proposed project and discusses the environmental effects associated with the alternatives. San Francisco decision makers must consider approval of an alternative if that alternative would substantially lessen or avoid significant environmental impacts identified for the proposed project and that alternative is determined to be feasible. The determination of feasibility will be made by City decision makers.

The following alternatives are discussed and evaluated in this chapter: a No Project Alternative; an Alternative Without Allowable Bulk Exceptions; and an Historic Preservation Alternative.

The project sponsor does not have control of other sites of sufficient size and appropriate location for the development program near the Civic Center or elsewhere in San Francisco, nor does the sponsor control another site that would avoid major alteration of an historic resource. No alternative sites have been identified within the City that would meet most of the project sponsor's objectives and substantially lessen or avoid the project's significant environmental impacts.

### **A. NO PROJECT ALTERNATIVE**

The California Environmental Quality Act (CEQA) and State *CEQA Guidelines* require a No Project Alternative be included in EIRs. The purpose of the No Project Alternative is to allow decision makers to compare the effects of the proposed project with the effects of not approving a project.

#### **DESCRIPTION**

Under the No Project Alternative, 50 Oak Street would not be seismically upgraded, and major alterations would not be made. Seventy Oak Street would not be demolished and no new structure would be constructed at its location. Lots 5 and 7 would not be merged. The Conservatory of Music would not relocate to the project site. Space in the 50 and 70 Oak Street buildings would probably continue to be rented. This alternative reflects existing physical conditions on the project site that are described in Section II, Project Description, and Section III.A, Land Use: Setting discussions on pp. 27 and 49-50, respectively.

## **IMPACTS**

If the No Project Alternative were implemented, none of the impacts associated with the project would occur. The environmental conditions at the site would continue to be as described in Section II, Project Description, and Section III.A, Land Use and Zoning, pp. 27 and 49-50, respectively. Existing conditions generally would not change. The facades of 50 Oak Street, a Category II, Significant building, and 70 Oak Street would not be altered and could continue to deteriorate. The interiors of the buildings would not be altered.

Under the No Project Alternative, the Conservatory of Music would most likely sell the property and could attempt to locate a different development site elsewhere in San Francisco. Development at another site would probably result in project-specific and/or cumulative impacts. The nature and extent of any such potential impacts cannot be assessed without identification of the site to be developed. As noted above, the Conservatory does not control another property suitable for its purpose.

The No Project Alternative does not preclude development of the site. If the buildings at 50 and 70 Oak Street were sold, other new development could be proposed. Probable uses that would be proposed would include those permitted in the C-3-G District such as residential, retail, office, assembly and entertainment, institutional, or educational uses.

### **B. ALTERNATIVE WITHOUT ALLOWABLE BULK EXCEPTIONS**

#### **DESCRIPTION**

Alternative B would be a design for new construction on the site that would not require a bulk exception to the 80-E Height and Bulk District requirements. The maximum bulk of new construction under the alternative would therefore not exceed 110 feet in length and 140 feet in diagonal dimension for the portions above 65 feet in height, compared to project length of 155 ft. and 190 ft. diagonal dimension above 65 feet.

As with the proposed project, 50 Oak Street would be seismically upgraded and major alterations made, and 70 Oak Street would be demolished and a new structure constructed and integrated with 50 Oak Street. Lots 5 and 7 would be merged. The existing 50 Oak Street building predates current height and bulk requirements, and new development on the site of 50 Oak Street under the alternative would not increase the nonconformity.

## VI. Alternatives to the Proposed Project

Under Alternative B, as in the proposed project, the interior of 50 Oak Street would be demolished and floors realigned. In contrast with the project, the building would not exceed five stories along the entire 160-foot-long Hickory Street frontage to a depth of 30 feet. The approximately 80-foot-tall existing facade along Hickory Street would remain, to preserve the historic fabric of the Category II, Significant building. The rear wall would function as a parapet and would require seismic bracing. New construction on the majority of the site of 70 Oak Street would contain five floors and would not exceed 65 feet in height along the Hickory Street and Franklin Street-facing elevations, unlike the project. A new sixth floor would be constructed for an approximately 110- by 86-foot-wide area extending along the entire southern portion of the 50 Oak Street building and for approximately 20 feet of new construction at the site of 70 Oak; the sixth floor would be 80 feet in height, as with the proposed project.<sup>1</sup>

Alternative B would result in approximately 13 percent less floor area than with the proposed project. It would be likely, under the No Bulk Exception Alternative, that the library and other program spaces proposed in the project to be on the sixth level would be eliminated, substantially reduced in size, or would need to be relocated, correspondingly reducing or eliminating other program space.

As with the proposed project, all interior space in 50 Oak Street, except the Ballroom, would be demolished to permit new construction of performance spaces, a new main entry, and realignment of the floors. The Ballroom would be adapted and reused as a concert hall. Exterior finishes of 50 Oak Street would be cleaned, patched, repaired, and the facade would be repointed, as they would be in the proposed project.

### IMPACTS

The effect of Alternative B on land use, population, employment and housing, transportation, air quality, noise, and growth inducement would be similar to or slightly less than that of the project as proposed, due to 13 percent less space.

Different effects on visual quality and urban design would occur along Oak Street, as the alternative design would create a varying rectangular profile for the new construction on the

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<sup>1</sup> The existing portions of the 50 Oak Street building that exceed the 80-foot maximum allowable height would be retained, as with the project.



70 Oak Street site since a 20-foot-wide portion of the building would be at 80 feet in height, and the remaining, approximately 45-foot-wide portion would not exceed 65 feet in height. This would result in a stepping down in scale from the 125-foot-tall 25 Van Ness Avenue, to the 97-foot-tall 50 Oak Street, to the 80-foot-tall and 65-foot-tall portions of new construction at the 70 Oak Street site. By comparison, the proposed project would have a regular, rectangular configuration. (See Figure 25: Massing Diagram for Alternative B.)

As with the proposed project, interior demolition, realignment of floor levels, and removal of the original entrance features under Alternative B would undermine the 50 Oak Street building's ability to convey its historical significance, including its eligibility for inclusion in the California Register. Therefore, as with the proposed project, this alternative would constitute a substantial and adverse change in the significance of an historic architectural resource, which would be considered a significant environmental impact under CEQA.

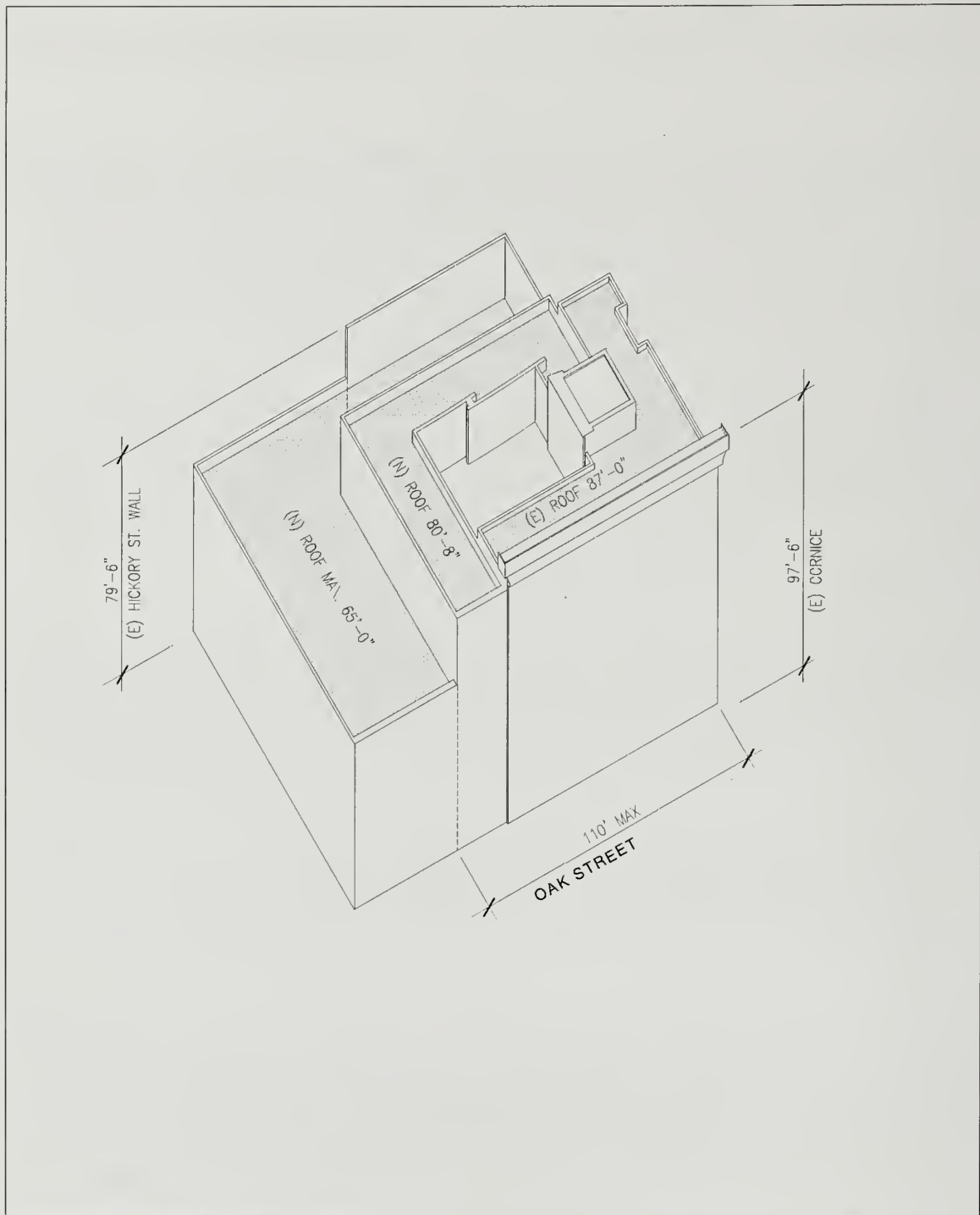
Alternative B would create slightly less shadow than the proposed project on nearby sidewalks. Wind conditions would be similar to the proposed project. Because the amount of excavation on the site would not change, the effect of the alternative on geology and soils, hydrology and dewatering, hazards, and archaeological resources would be the same as with the proposed project.

### C. HISTORIC PRESERVATION ALTERNATIVE

#### DESCRIPTION

The Historic Preservation Alternative would conform to the *Secretary of the Interior's Standards for Rehabilitation* to the greatest extent reasonable and feasible while conserving as much of the Conservatory's program as could be accommodated on the site. The alternative would demolish 70 Oak Street and replace it with new construction, as with the project. It would retain and rehabilitate the existing 50 Oak Street building, including its exterior and interior character-defining features, and bring the building into conformity with current structural, systems, and accessibility standards.

Like the project, this alternative would retain and repair the existing Oak Street and Hickory Street facades for 50 Oak Street. Unlike the project, the main entry (entrance stairs, ceiling,



SOURCE: SMWM Architecture and Turnstone Consulting

50 OAK STREET

2001.0862E

FIGURE 28: ALTERNATIVE WITHOUT  
ALLOWABLE BULK EXCEPTIONS

## VI. Alternatives to the Proposed Project

sidewalls and finishes) would be retained and rehabilitated, and would continue to function as the main entrance to the 50 Oak Street building and to the Conservatory facility under this Preservation Alternative. Access to the building for the disabled users would be a separate entrance at grade in one of the bays flanking the main central entrance. Disabled users would enter a vestibule with an elevator to the main lobby, one-half story up from street level. Consequently, basement and first-floor windows in one of these bays, as well as a portion of the granite base separating these windows, would be removed.

The building would be brought into compliance with current building code requirements employing the *State Historic Building Code* wherever its application would preserve the integrity of interior spaces that have been identified as character defining in the historic resources study. Existing floor levels would be maintained, and the existing slab structure would be strengthened by casting new steel and concrete below existing floors where possible. The existing ornamental ceilings would be removed, or temporarily removed and reinstalled, to allow for seismic strengthening of the floors above.

The Ballroom, a character-defining space, would be retained in its present configuration and used as small recital hall under this Preservation Alternative, rather than serving as the raised seating area for a large concert hall with the stage in the new construction on the site of 70 Oak Street, as in the project. The other character-defining spaces identified in the historic resources study, Ballroom Lobby, Lodge Rooms A and B, and Main Entrance Lobby, would also be retained and reused. As with the project, original interior finishes and fixtures in these spaces (like art glass, lighting, paneling, doors and hardware) would be retained wherever feasible.

Given the applicable height limits, retention of the Lodge Rooms in their existing configuration and their location over the Ballroom would preclude the incorporation of a new fifth floor and sixth floor at the rear of 50 Oak Street. (In the proposed project, two new floor levels at the rear would be achieved through interior demolition, realignment of floors, and a roof level addition at the rear). Retention, under this alternative, of the existing floor levels in the 50 Oak Street building and aligning these floor levels in the new construction at 70 Oak Street would also result in five floors in the new construction at the 70 Oak Street site (one less floor than with the proposed project). Transition stairs and ramps would be used at the lower levels to facilitate the movement of people and instruments, such as pianos, to and from the concert hall, between the differently aligned floor levels of the two structures.



## VI. Alternatives to the Proposed Project

A variation on this Preservation Alternative would include six above-grade floors in the new construction at 70 Oak Street, as with the proposed project. Gains in floor space under this variation would probably be more than offset by the loss of floor space to transition stairs and ramps, at all floor levels, to reconcile the differing floor heights.

Under the Preservation Alternative, the Ballroom would become a subsidiary recital hall, rather than the main concert for the Conservatory, because the existing Ballroom's size and proportions would not accommodate a stage suitable for orchestra and chorus nor would it provide sufficient audience seating. Reuse of the existing Ballroom as a concert hall would not meet the Conservatory's acoustic standards. Under the alternative, the main concert hall would be located entirely within the new construction at the 70 Oak Street site, displacing other uses there. The use of Lodge Rooms A and B for music instruction, practice or performance would be precluded with this alternative because the underlying floor slab would not supply adequate acoustic separation from the Ballroom below nor provide adequate structural support for the necessary acoustic separation between the Lodge Rooms.

The net result of the Historic Preservation Alternative would be over 20 percent less programmatic space than with the proposed project, resulting in 30 percent fewer studios, practice rooms and classrooms. Space would not be available for faculty offices or, other program space would be eliminated. Many resulting spaces could not be constructed to state-of-the-art standards for their proposed purpose as a music conservatory, in contrast with the proposed project.

### IMPACTS

With Alternative C, the space available at the project site for use by the Conservatory of Music would be substantially reduced and would not meet the Conservatory's objectives to provide three acoustically designed performance spaces and to increase enrollment. Two performance spaces only would be provided in the alternative, rather than three with the proposed project. Neither would meet the Conservatory's design or acoustical standards. In addition, 30 percent of the studios, practice rooms and classrooms would be eliminated, and space would not be available for faculty offices without a further reduction in other program space. Because the number of classrooms would be approximately the same as at the facility on Ortega Street currently used by the Conservatory, the Conservatory would not be able to increase enrollment as it would with the proposed project.

## VI. Alternatives to the Proposed Project

Under Alternative C, effects on land use, population, employment and housing, transportation, air quality, noise, and growth inducement would be similar to or slightly less than those of the project as proposed, due to less enrollment and fewer, smaller performances. Effects of the alternative on wind and shadow would be similar to those of the project. The effect of Alternative C on geology and soils, hydrology and dewatering, hazards, and archaeological resources would be the same as the project.

The overall architectural integrity of the 50 Oak Street building, both interior and exterior, would be substantially retained. This alternative would preserve more interior finishes and fixtures than the proposed project. The modification of windows and the building's granite base to create an at-grade entrance would be necessary to meet disabled accessibility requirements. Because this work would be relatively modest in size, recessed within the existing bay configuration, and would not entail the removal of a distinctive character-defining feature, it would likely be found to meet the *Secretary of the Interior's Standards for Rehabilitation*.<sup>2</sup> As such, it would have a less-than-significant impact on the 50 Oak Street historical resource, under *CEQA Guidelines*, Section 15064.5(b)(3). In any event, such an alteration would not constitute a material impairment of the resource undermining its eligibility for listing on local, state or national registers of historical resources. It would therefore not constitute a substantial adverse change in the significance of an historical resource under *CEQA Guidelines*, Section 15064.5(b)(1) and (2).

This Historic Preservation Alternative would be environmentally superior to the proposed project due to its lesser impact on the historic resource.

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<sup>2</sup> The introduction to the *Secretary of the Interior's Standards for Rehabilitation* state that the Standards "are to be applied in a reasonable manner, taking into consideration economic and technical feasibility."

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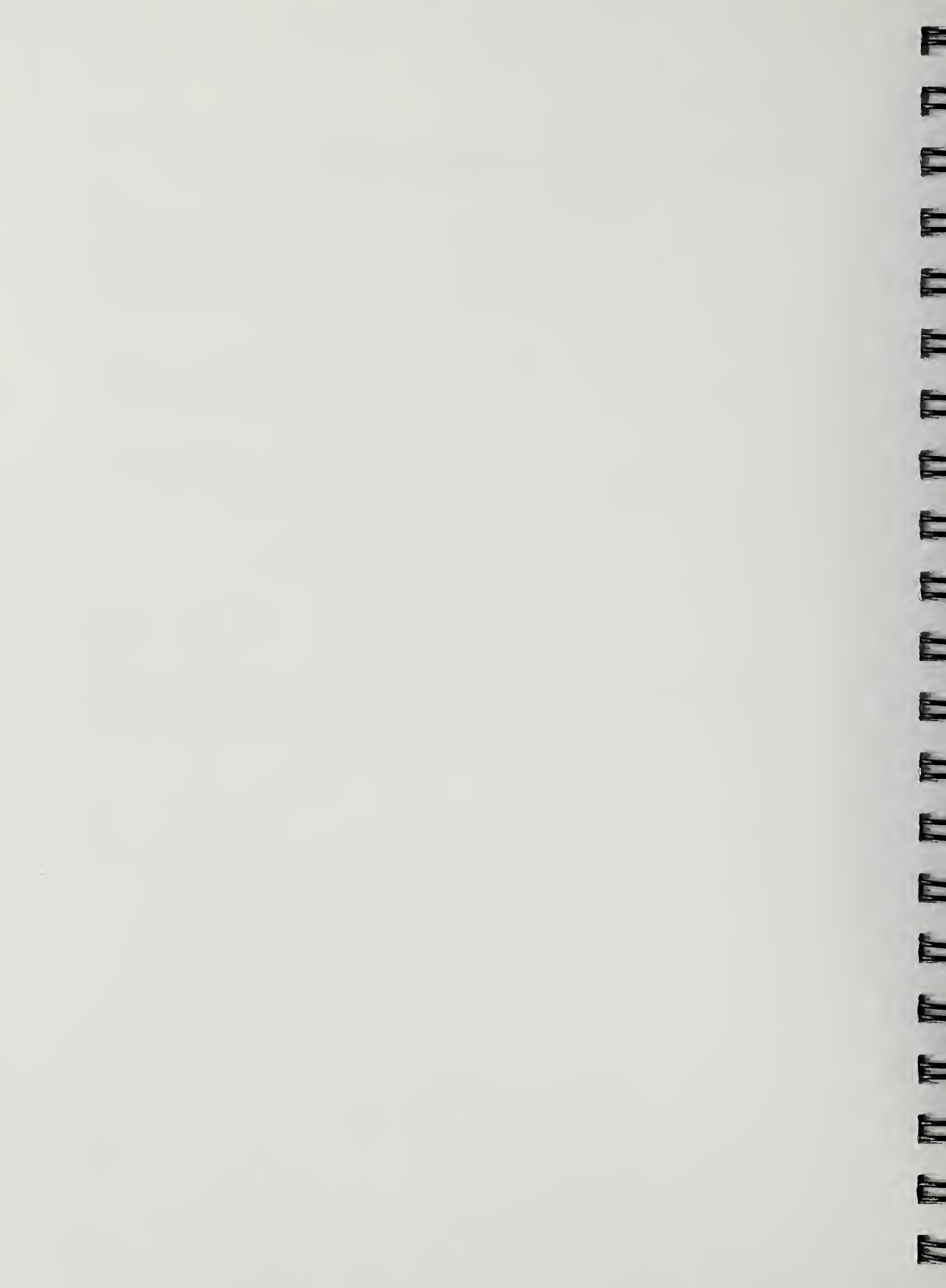
Property owners and occupants in the project vicinity, approximately 150 addresses, were sent Notices of Availability of the Draft EIR. A complete copy of this distribution list is available within the docket in the Planning Department at 1660 Mission Street.

---

**APPENDIX A: NOTICE OF PREPARATION AND INITIAL  
STUDY**

---







# PLANNING DEPARTMENT

City and County of San Francisco 1660 Mission Street, Suite 500 San Francisco, CA 94103-2414

(415) 558-6378

PLANNING COMMISSION  
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ADMINISTRATION  
FAX: 558-6426

CURRENT PLANNING/ZONING  
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LONG RANGE PLANNING  
FAX: 558-6426

June 29, 2002

**TO:** Responsible Agencies, Trustee Agencies, and Interested Parties  
**FROM:** Paul Maltzer, Environmental Review Officer

**RE: Notice of Preparation of a Draft Environmental Impact Report**


The City and County of San Francisco Planning Department is the Lead Agency and will prepare an Environmental Impact Report for the following project:

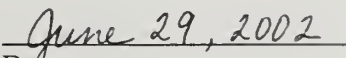
**2001.0862E: 50 Oak Street Project** -The proposed project is the seismic retrofit and alteration of the existing four- to five- story structure at 50 Oak Street and demolition of the adjacent three- to four- story structure and new construction of a six-story structure at 70 Oak Street, for the San Francisco Conservatory of Music. The two structures would be integrated as one building. The two existing structures total about 91,000 gsf. The Conservatory of Music would contain about 125,000 gsf, including about 19,200 gsf of performance space; 17,000 gsf of performing support space; 26,500 gsf of educational studios and spaces; 7,500 gsf of administrative office space; 7,000 gsf of library space; 21,600 gsf of corridor and circulation space; and 26,200 gsf of service and storage space. No parking spaces or loading spaces are proposed. The site occupies the north side of Oak Street, between the 25 Van Ness Avenue building and a parking lot at Hickory and Franklin Street, encompassing most of the half block bounded by Oak, Hickory, and Franklin Streets and Van Ness Avenue. The site includes Lots 5 and 7, in Assessor's Block 834.

This Notice of Preparation of a Draft Environmental Impact Report (EIR) and Notice that an EIR is Determined to be Required for the above-referenced project are being sent to you because you have expressed an interest in the proposed project, or because you have been identified by the Planning Department as potentially having an interest in the project. Notice of publication of these documents will be printed in a newspaper of general circulation on the date of these notices. As stated in these Notices, the Planning Department has determined that pursuant to the California Environmental Quality Act (CEQA) an EIR must be prepared prior to any final decision regarding the project.

We need to know the views of your agency as to the scope and content of the environmental information which is germane to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project.

Written comments on the scope of the EIR will be accepted until the close of business on July 29, 2002. Written comments should be sent to: Paul Maltzer, Environmental Review Officer, San Francisco Planning Department, 1660 Mission Street, Ste. 500, San Francisco, CA 94103. Please include the name of a contact person in your agency. Thank you.

  
Paul Maltzer  
Environmental Review Officer

  
Date







# PLANNING DEPARTMENT

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## NOTICE THAT AN ENVIRONMENTAL IMPACT REPORT (EIR) IS DETERMINED TO BE REQUIRED

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**Date of this Notice:** June 29, 2002

---

**Lead Agency:** Planning Department, City and County of San Francisco  
1660 Mission Street - 5th Floor, San Francisco, CA 94103-2414

**Agency Contact Person:** Carol Roos

**Telephone:** (415) 558-5981

---

**Project Title:** 2001.0862E - 50 Oak Street Project

**Project Sponsor:** San Francisco Conservatory of Music

**Project Contact Person:** Scott Lewis, Oppenheim-Lewis, (415) 621-6067

---

**Project Addresses:** 50 Oak Street, 70 Oak Street

**Assessor's Block and Lot(s):** 834/5 and 7

**City and County:** San Francisco

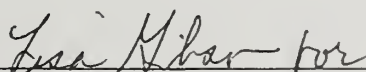
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**Project Description:** The proposed project is the seismic retrofit and alteration of the existing four- to five-story structure at 50 Oak Street and demolition of the adjacent three- to four- story structure and new construction of a six-story structure at 70 Oak Street, for the San Francisco Conservatory of Music. The two structures would be integrated as one building. The two existing structures total about 91,000 gsf. The Conservatory of Music would contain about 125,000 gsf, including about 19,200 gsf of performance space; 17,000 gsf of performing support space; 26,500 gsf of educational studios and spaces; 7,500 gsf of administrative office space; 7,000 gsf of library space; 21,600 gsf of corridor and circulation space; and 26,200 gsf of service and storage space. No parking spaces or loading spaces are proposed. The site occupies the north side of Oak Street, between the 25 Van Ness Avenue building and a parking lot at Hickory and Franklin Street, encompassing most of the half block bounded by Oak, Hickory, and Franklin Streets and Van Ness Avenue. The site includes Lots 5 and 7, in Assessor's Block 834.

---

**THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED.** This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Section 15063 (Initial Study), 15064 (Determining Significant Effect), Section 15064.5 (Determining Significant Impacts on Historical Resources), and 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Environmental Evaluation (Initial Study) for the project, which is attached.

---

  
\_\_\_\_\_  
Paul Maltzer  
Environmental Review Officer  
Planning Department

**The San Francisco Conservatory of Music, at 50 Oak Street**  
**INITIAL STUDY**  
**2001.0862E**

**PROJECT DESCRIPTION**

The project proposes to seismically retrofit and alter the existing four- to five-story structure at 50 Oak Street; demolish the adjacent three- to four-story structure at 70 Oak Street; and construct a new, six-story building at 70 Oak Street for the San Francisco Conservatory of Music. The two structures would be connected and integrated into one building. For the purpose of simplification, the project will be referred to as 50 Oak Street herein.

The site is located mid block fronting Oak Street on Lots 5 and 7 in Assessor's Block 834. The site is on the half block bounded by Oak, Franklin and Hickory Streets and Van Ness Avenue. The new facility would contain approximately 125,000 gross square feet (gsf) of institutional space, including performance spaces, practice rooms, studios, classrooms, offices, and ancillary space for building services; approximately 98,500 square feet of the floor area would be attributed to the FAR. The Planning Code requires no parking or off-street loading for the project and none is proposed.

The project would require approval of a lot line adjustment to merge the existing lots; a Permit to Alter a Category II, Significant building (50 Oak Street) under Article 11 of the San Francisco Planning Code; review of substantial alterations to existing buildings in the C-3 Districts under Section 309 of the Planning Code, including a request for an exception to bulk limits under Section 272 of the Planning Code; and a revocable encroachment permit from the Department of Public Works to occupy sub-sidewalk vaults.

The project site is located about a block south of the Civic Center and one block north of Market Street. It is on the north side of Oak Street, between Van Ness Avenue and Franklin Street, occupying approximately 17,700 sq. ft. (0.41 acres) of land area. (See Figure 1, Project Location.)

The Civic Center area is identified as the cultural, ceremonial and governmental center of San Francisco. It holds symbolic importance, as it contains key City public and cultural buildings and spaces, such as City Hall; the San Francisco Courts building, the Philip Burton Federal Building; the Edmund G. Brown State Office Building; the Old State Office Building and the New State Office Building (Civic Center Complex); San Francisco Main Library; War Memorial Opera House; Veterans Building; Davies Symphony Hall; Bill Graham Civic Auditorium; the Asian Art Museum; Civic Center Plaza; War Memorial Plaza; and United Nations Plaza.

The immediate vicinity of the project site contains a mix of residential; commercial (office and retail); institutional (educational); City offices; arts, performance and entertainment; and parking uses. Apartment units above ground-floor office and retail are the predominant uses north of the site and southwest across Franklin Street. The San Francisco Unified School District office building, located at 135 Van Ness Avenue one block to the north, is a City Landmark. Parking lots are located immediately west and south of the site. The French-American and Chinese-





SOURCE: Turnstone Consulting, SMWM Architecture

50 OAK STREET

2001.0862E

FIGURE 1: PROJECT LOCATION



American International Schools are both located in one campus west of the site across Franklin Street at 150 Oak Street. The Category I, Significant building at 25 Van Ness is east and adjacent to the site and contains office space for a variety of tenants, including space for various departments of the City and County of San Francisco, and the New Conservatory Theater.

## EXISTING CONDITIONS

The entire project site is occupied by two buildings, 50 and 70 Oak Street. Both buildings have vacant space and spaces used for dance, performance and physical fitness uses, offices, and studios. The 50 Oak Street building, to be and altered, was built in 1914, and contains approximately 61,000 sq. ft.; it occupies the whole of Lot 5. Originally known as the Young Men's Institute and, later, as the International Center, it is a four- to five-story, 75-foot- to 87-foot-tall (97 feet at the top of the parapet) steel-and-concrete structure over a two-level basement. A ballroom is located on the first floor. A gymnasium and swimming pool are located on the two basement floors, and are currently closed. The 70 Oak Street building, to be demolished, was built in 1923 and occupies the whole of Lot 7. The three- to four- story, 53-foot- to 77-foot-tall, concrete-and-brick building contains about 30,000 sq. ft. and a one-level basement. A gymnasium and handball courts are located at the basement to the second-floor level; they are currently closed.

Both buildings are in the Beaux Arts tradition. The 50 Oak Street building is a Category II, Significant building, under Article 11 of the San Francisco Planning Code; it contains character-defining architectural features, including three-story, terra cotta, Ionic columns and a decorative sheet-metal cornice topped by terra cotta ornament<sup>1</sup>, with ornamental architectural emphasis along the Oak Street facade. The condition of the terra cotta is poor; some tiles are visibly cracked or missing and there is some spall.<sup>2</sup> The 70 Oak Street building is identified in the San Francisco Architectural Heritage Downtown Survey as an Inventory C++ building, of contextual importance. It is architecturally not as detailed or ornate as the 50 Oak Street building; the main decorative feature below its metal sheet cornice is a horizontal band corresponding to the fretwork on the base of the 50 Oak Street building.<sup>3</sup> The cement plaster, especially on its south facade, is in very poor condition and has been spalling off.<sup>4</sup>

The site is located within the C-3-G (Downtown General Commercial) Zoning District and within an 80-E Height and Bulk District. Built prior to current zoning, the existing 87-foot-tall building at 50 Oak Street (fronting Oak Street) exceeds the present 80-foot height limit. The

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<sup>1</sup>Page & Turnbull, *Historic Resources Study for the San Francisco Conservatory of Music 50 and 70 Oak Street San Francisco California*, (Hereinafter "Page & Turnbull, *Historic Resources Study*") February 25, 2002, revised June 6, 2002, pp. 5-6. This report is on file with the San Francisco Planning Department, 1660 Mission Street, and is available for review as part of the project file.

<sup>2</sup>Page & Turnbull, *Historic Resources Study* pp.12-13

<sup>3</sup>Page & Turnbull, *Historic Resources Study* pp. 6-7

<sup>4</sup>Page & Turnbull, *Historic Resources Study* p.13

C-3-G District permits a base floor area ratio (FAR) of 6:1, or 106,200 sq. ft. for combined lots 5 and 7, subject to height and building bulk limitations, with certain allowable exceptions.

## **Proposed Project**

The San Francisco Conservatory of Music, founded in 1917, is dedicated to the teaching and performance of music. The Conservatory currently operates at 1201 Ortega Street at 19<sup>th</sup> Avenue. The proposed project would provide a new facility for the Conservatory among the many cultural uses in the Civic Center. The project consists of (1) seismic retrofit and major alteration of the existing building at 50 Oak Street (five floors and two basement levels would be reconfigured to create six floors and two basement levels); and (2) demolition of the existing building at 70 Oak Street and its replacement by six-story new construction connected to 50 Oak Street containing two basement levels. The new structure on the two lots would be an integrated facility for the Conservatory, with one address: 50 Oak Street. Construction of the project would take approximately 26 to 28 months.

A lobby, concert hall, support facilities for the performance halls, and two classrooms would be accommodated on the first floor; the audience chamber for the concert hall would be in the existing ballroom at 50 Oak Street; the performance stage and support areas would be built within the newly constructed portion on the site of the demolished 70 Oak Street building. The second through fifth floors would contain classrooms, studio spaces, conference room, lounge, and faculty and administrative offices. The sixth floor would contain the library, listening room, and studio spaces surrounding an outdoor terrace area. There would be a mechanical penthouse on the roof. The two basement levels would contain the recital hall and salon, studio spaces, classrooms, recording rooms, and storage spaces and other support facilities.

The project would preserve and rehabilitate the south and north facades of the existing structure at 50 Oak Street, including retaining and repairing historic exterior detailing and ornamentation. Alteration of these facades would include removal of the main entryway, including the entry stair and entry doors at Oak Street, and construction of a reconfigured entry located at street level that is intended to meet ADA requirements; removal of metal fire escape ladders; and relocation and infill of some window and door openings. Plans include adaptive reuse of the existing ballroom; the ballroom floor would be rebuilt and the remaining interior spaces would be reconfigured. Construction of a new, partial, sixth floor facing Hickory Street would conform to the 80-foot height limit. The existing areas where the nonconforming building height exceeds 80 feet would remain. The 80-foot-tall, new construction on the site of the demolished 70 Oak Street building would be contemporary in style, rather than a replica of the adjacent Beaux Arts facade at 50 Oak Street. (See Figures 2, 3 and 4, Proposed Oak Street Elevation, Proposed Building Section, and Massing Diagram)

There would be no off-street parking associated with the project; none is required in the C-3 District. Loading would be on street at a loading-designated entrance on Hickory Street; no loading dock is required under San Francisco Planning Code Section 161(h), and none is proposed. The main entrance would be at 50 Oak Street, and two exit doors would face Hickory Street. Sub-sidewalk vaults for storage and a transformer are proposed within the Oak and Hickory Streets rights-of-way, outside both the northern and southern property lines. Existing



vaults are located within these rights-of-way and the project calls for either the retention of these areas within the existing footprints (at the site of 50 Oak Street) or the removal of the vault parallel to Oak Street to construct a utility vault approximately 1/5th the size of the existing vault (at the site of 70 Oak Street). To construct the vaults, a revocable sidewalk encroachment permit would be requested from the Department of Public Works. Street trees would be planted and street lamps installed within the sidewalk parallel to Oak Street.

The proposed development of approximately 125,000 gsf would include about 19,200 gsf of performance space (a concert hall, recital hall, and salon (small recital hall)); 17,000 gsf of performing support space (backstage and warm up areas); 26,500 gsf of educational studios and spaces (approximately 11 classrooms, 37 rehearsal and practice rooms, and 50 teaching studios and offices); 7,500 gsf of administrative offices; 7,000 gsf of library space; 21,600 gsf of corridor and circulation space; and 26,200 gsf of service and storage space.<sup>5</sup> The net increase in floor area on the site would be approximately 34,000 gsf; the existing buildings at 50 and 70 Oak Street contain about 61,000 gsf and 30,000 gsf, respectively (125,000 gsf proposed - 91,000 gsf existing space = 34,000 gsf).

## **II. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS**

### **A. EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT**

This Initial Study examines the 50 Oak Street project in order to identify potential effects on the environment. On the basis of this study, project-specific effects that have been determined to be potentially significant include transportation; and cultural resources, specifically historic architectural resources. These issues will be analyzed in the Environmental Impact Report (EIR). Topics noted "TO BE DETERMINED" mean that discussion in the EIR will determine whether or not there would be a significant impact.

### **B. EFFECTS FOUND NOT TO BE POTENTIALLY SIGNIFICANT**

The following effects of the 50 Oak Street project have been determined to be either insignificant or to be mitigated through measures included in the project: land use, visual and urban design, population and housing, noise, air quality, shadow, wind, utilities/public services, biology, geology/topography, water, energy/natural resources, hazards, and archaeology. These issues are discussed below and require no further environmental analysis in the EIR, except as noted, for informational purposes.

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<sup>5</sup>In accordance with Section 102.9 of the San Francisco Planning Code, as interpreted by Lawrence Badiner, San Francisco Zoning Administrator, in a letter to Harry O'Brien dated September 20, 2001, the floor area attributed to the floor area ratio (FAR) for the project would be about 98,500 gross sq. ft. This includes about 6,900 sq. ft. of performance spaces, 10,100 sq. ft. of performance support space, 26,500 sq. ft. of educational space, 7,500 sq. ft. of office space, 7,000 sq. ft. of library space, 21,600 sq. ft. of corridor and circulation space, and 18,900 sq. ft. of service and storage space.





DEMOLITION AND NEW CONSTRUCTION

SEISMIC RETROFIT AND ALTERATION

0 20  
FEET

SOURCE: SMWM Architecture and Turnstone Consulting

HIGHEST POINT  
EXISTING PARAPET

80' HEIGHT LIMIT

6TH LEVEL

5TH LEVEL

4TH LEVEL

3RD LEVEL

2ND LEVEL

OAK STREET  
1ST LEVEL

LOWER LEVEL

LOWER  
LEVEL 2

HICKORY STREET

0 20  
FEET

15/6.18.02

SOURCE: SMWM Architecture and Turnstone Consulting

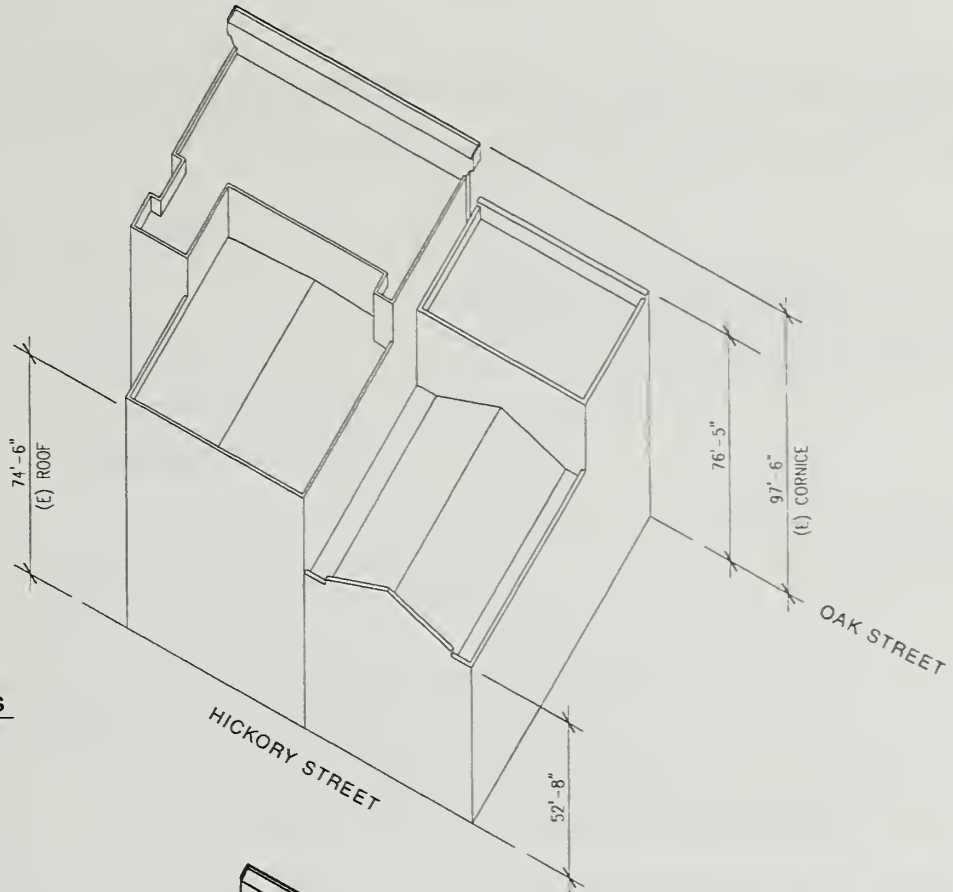
50 OAK STREET

2001.0862E

FIGURE 3: PROPOSED BUILDING SECTION

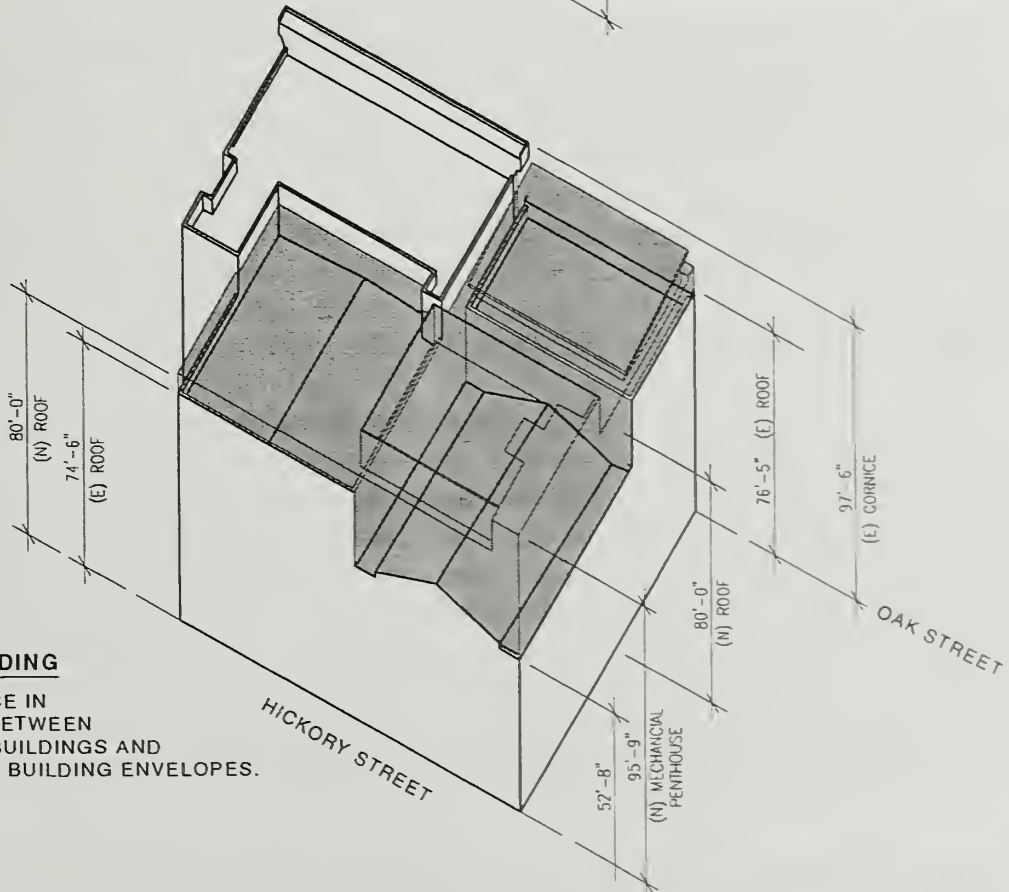


# **EXISTING BUILDINGS**



# **PROPOSED BUILDING**

DIFFERENCE IN MASSING BETWEEN EXISTING BUILDINGS AND PROPOSED BUILDING ENVELOPES.



SOURCE: SMWM Architecture and Turnstone Consulting

50 OAK STREET

2001.0862E

FIGURE 4: MASSING DIAGRAM: VIEW FROM HICKORY STREET



### III. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

#### A. COMPATIBILITY WITH EXISTING ZONING AND PLANS

	<u>Not Applicable</u>	<u>Discussed</u>
1. Discuss any variances, special authorizations, or changes proposed to the City Planning Code or Zoning Map, if applicable.	<u>—</u>	<u>X</u>
2. Discuss any conflicts with any adopted environmental plans and goals of the City or Region, if applicable.	<u>—</u>	<u>X</u>

The City Planning Code, which incorporates by reference the City's Zoning Maps, governs permitted uses, densities, and the configuration of buildings within San Francisco. Permits to construct new buildings or to alter or demolish existing ones may not be issued unless either the proposed project conforms to the Code, an allowable exception is granted pursuant to provisions of the Code, or amendments to the Code are included as part of a project.

The project site is located within the boundaries of the Downtown Plan (part of the *General Plan*), and situated slightly south of the Civic Center, on two separate lots within the C-3-G (Downtown General Commercial) Use district. All new buildings and substantial additions proposed within this C-3 district require Planning Commission review, pursuant to Planning Code Section 309. The C-3-G district permits a variety of uses. The project, as a post-secondary educational institution for the purposes of academic, professional, fine-arts education, is a principal permitted use in this district, and therefore, does not required a Conditional Use authorization. The two lots would be merged. The allowable floor area ratio (FAR) is 6:1; at approximately 98,500 sq. ft., the project would comply with FAR requirements.

The project site is within an 80-E Height and Bulk district, and all new project construction is proposed at, or below, the 80-foot height limit. The existing nonconforming portion of the 50 Oak Street building above 80 feet would be retained. An exception to Planning Code bulk requirements, specifically the maximum length and diagonal dimensions of buildings above a certain height, is requested from Section 272, pursuant to Planning Code Section 309. For the subject site, the maximum allowable building length is 110 feet and the maximum allowable diagonal dimension is 140 feet. Both limitations apply to any portion of the building above 65 feet in height. For this project, the length of the building is proposed to be 155 feet and the maximum diagonal dimension would be approximately 190 feet, measuring from the southeast to the northwest corner of the proposed structure. The bulk exception requested to exceed the maximum dimensions is needed for the top 15 feet of the building.

Under section 260(b)(F), enclosed mechanical penthouse areas are exempt from the height limit, provided they not exceed 16 feet above the top of roof. The 16-foot-tall mechanical penthouse

proposed above part of the new construction on the site of the demolished 70 Oak Street building would extend the overall building height to about 96 feet, and would comply with the Code.

Because the existing 50 Oak Street building is a Category II, Significant building for architectural merit under Article 11 of the San Francisco Planning Code, the proposed project requires approval of a Permit to Alter from the San Francisco Planning Commission, following review by the Landmarks Preservation Advisory Board. The existing 70 Oak Street building is not rated in Article 11; it is listed in the Foundation for San Francisco's Architectural Heritage Downtown Survey as an Inventory Group C++, which indicates that the building is of unexceptional architectural quality individually, and that it has contextual value.<sup>6</sup>

Existing sub-sidewalk vaults within the Oak and Hickory Streets rights-of-way would be retained. As part of the project, the vaults would either be reconstructed (at the site of 50 Oak Street) or reduced in size (at the site of 70 Oak Street). Reconstruction and reconfiguring the vaults require a revocable sidewalk encroachment permit from the Department of Public Works.

In summary, the following approvals are sought for the project:

- Permit to Alter a Category II, Significant Building, which requires Landmarks Preservation Advisory Board review and Planning Commission approval ;
- Section 309 review from the Planning Commission, including allowable exceptions to bulk limits;
- A lot line adjustment approval from the Planning Director to merge the existing lots; and
- A revocable sidewalk encroachment permit from the Department of Public Works for construction and use of sub-sidewalk vault areas within City rights-of-way.

If the project, on balance, were to have substantial conflicts with General Plan Objectives and policies, it could not be approved. In general, potential conflicts with the *General Plan* are considered by decision-makers (normally the Planning Commission) independent of the environmental review process, as part of the decision to approve, modify or disapprove a proposed project. Any potential conflict not identified here could be considered in that context, and would not alter the physical environmental effects of the proposed project. Applicable elements and area plans of the *General Plan* include the Downtown and Civic Center Plans, and various elements such as the Urban Design and Transportation Elements. The relationship of the proposed project to objectives and policies of the *General Plan* will be discussed in the EIR.

On November 4, 1986, the voters of San Francisco passed Proposition M, the Accountable Planning Initiative, which established eight Priority Planning Policies. These policies, contained

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<sup>6</sup>According to the Page & Turnbull, *Historic Resources Study* p. 15, the 70 Oak Street building is listed on the City's UMB survey and in the San Francisco Architectural Heritage Downtown Survey as an Inventory Group C++ building. The San Francisco Architectural Heritage files for 70 Oak Street can be viewed at 2007 Franklin Street, San Francisco, CA 94109.



in Section 101.1 of the City Planning Code, are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial offices development and enhancement of resident employment and business ownership; earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under the California Environmental Quality Act (CEQA) or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project or legislation is consistent with Priority Policies. The motion by the Planning Commission approving or disapproving the project will contain the analysis determining whether the project is in conformance with the Priority Policies. Plans and Policies will be discussed in the EIR.

Environmental plans and policies, are those like the Bay Area Air Quality Management District's 1997 Clean Air Plan, which directly address physical environmental issues and/or contain standards or targets that must be met in order to preserve or improve specific components of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

## ENVIRONMENTAL EFFECTS

Except for the categories of transportation and historic architectural resources as noted above, all items on the Initial Study Checklist herein have been checked "No" indicating that, upon evaluation, staff has determined that the proposed project could not have a significant adverse environmental effect. For items marked "To be Determined", the analysis will be conducted in the EIR. Several checklist items have also been checked "Discussed" indicating that the Initial Study text includes discussion of that particular issue. For all of the items checked "No" without discussion, the conclusions regarding potential significant adverse environmental effects are based upon field observation, staff experience on similar projects, and/or standard reference material available within the Planning Department, such as the Department's *Transportation Guidelines for Environmental Review*, or the Secretary of the Interior's *Standards for Rehabilitation & Guidelines for Rehabilitating Historic Buildings*. For each checklist item, the evaluation has considered the impacts of the project both individually and cumulatively.

1. <u>Land Use</u> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Disrupt or divide the physical arrangement of an established community?	—	<u>X</u>	<u>X</u>
b. Have any substantial impact upon the existing character of the vicinity?	—	<u>X</u>	<u>X</u>

The project site is situated at the southern edge of the Civic Center, in the half block bounded by Oak, Franklin, and Hickory Streets, and Van Ness Avenue. Land use in the immediate vicinity consists of institutional, educational, residential, commercial, office, and parking uses. Across



Oak Street to the south are a two-story restaurant-office building, three-story office building, one-story auto repair building, and two parking lots. Directly west of the project site is a surface parking lot; across Franklin Street west of the site are the French-American and Chinese-American International Schools, and a three-story restaurant-retail building. Across Hickory Street are a four-story apartment building, two-story office building, two-story office-retail building, five-story apartment building, auto repair garage, and a parking lot. An eight-story, 100-foot-tall, 50-unit residential building with office and retail space was approved in January 2002 for the parking lot located across Hickory Street at 41/77 Van Ness Avenue. Directly adjacent to the project site on the east is 25 Van Ness Avenue, a seven-story Category I, Significant building; it is used for City office space as well as the New Conservatory Theater.

The Civic Center district contains predominantly governmental and cultural uses; it is the City's performance arts center. Many of the City's primary cultural institutions, such as the San Francisco Opera, San Francisco Ballet, and San Francisco Symphony, are located within the district, in performance spaces such as the War Memorial Opera House, Davies Symphony Hall, and the Bill Graham Civic Auditorium.

The proposed San Francisco Conservatory of Music use would be similar to existing cultural/institutional uses in the Civic Center and educational/institutional uses in the immediate vicinity. The Conservatory of Music would be an educational/institutional use dedicated to preparing musicians for a professional career in music. More than two dozen members of the Conservatory faculty are members of the San Francisco Symphony, San Francisco Opera, or San Francisco Ballet orchestras. Introducing the Conservatory at the edge of the Civic Center and performing arts neighborhood would add a consistent cultural/institutional land use to the area.

The project's proposed institutional use as a post-secondary educational facility would be generally consistent and compatible with uses in the immediate project vicinity south, east, and west of the site. In particular, the 50 Oak Street project would be an educational use like the French-American and Chinese-American International Schools located on a campus one block west at 150 Oak Street, and compatible with the educational use associated with the San Francisco Unified School District (SFUSD) offices located one block north of the site at 135 Van Ness Avenue.

Buildings in the immediate vicinity range from one to seven stories. The project proposes a six-story building that would be roughly the same height as the existing buildings on the site and compatible with building heights in the surrounding area, including the approximately 125-foot-tall, seven-story 25 Van Ness Avenue building, and the approximately 100-foot-tall, eight-story residential/office building approved for 41/77 Van Ness Avenue.

Because the project's use and scale of development would be compatible and consistent with the surrounding area, and because the project would not disrupt or divide an established community, or have a substantial impact on the existing character of the vicinity, land use requires no further analysis. However, land use will be discussed briefly in the EIR, to provide context and for informational purposes.

2. Visual Quality - Could the project:

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Have a substantial, demonstrable negative aesthetic effect?	<u>—</u>	<u>X</u>	<u>X</u>
b. Substantially degrade or obstruct any scenic view or vista now observed from public areas?	<u>—</u>	<u>X</u>	<u>X</u>
c. Generate obtrusive light or glare substantially impacting other properties?	<u>—</u>	<u>X</u>	<u>X</u>

The project site is currently occupied by an approximately four-to five-story, 75- to 87-foot-tall (97 feet at the top of the parapet) building at 50 Oak Street and a three- to four-story, 53- to 77-foot-tall building at 70 Oak Street. The main entrances for both buildings are on Oak Street.

As noted, the existing 50 Oak Street building is a Category II, Significant building, under Article 11 of the San Francisco Planning Code. The project would seismically retrofit and alter this building. The project's exterior modifications would include: removal of existing stairs and doors and redesign of the main entryway for street-level access; infill of about four existing doors and eight existing windows and construction of about two new doors and six new windows along the Hickory Street elevation; installation of new wood window sash with laminated glazing in wood windows along the Oak Street elevation; and removal of non-original metal fire escape railings. A sixth floor would be added along Hickory Street; construction of the sixth floor would not substantially change the building's height and bulk on Hickory Street. There would not be a change to the building's exterior materials or colors; repair and replacement in-kind of ornamental detailing is proposed, as necessary. Architectural features of the existing 50 Oak Street building are discussed further in the Cultural Section of the Initial Study, and will be included and analyzed in the EIR.

The three- to four-story, 53- to 77-foot-tall building at 70 Oak Street would be demolished and replaced with a six-story, 80-foot-tall structure (plus a 16-foot-tall mechanical penthouse at the rear). The new construction would be integrated into the newly retrofitted and altered 50 Oak Street building. Along Hickory Street and for approximately 90 feet along the western facade, the height would be increased from the existing height of about 50 feet to 80 feet in height, changing the scale at the rear of the site (See Figure 4, which shows the proposed changes). The new construction would be contemporary in style rather than an imitation of the adjacent Beaux Arts building at 50 Oak Street. The exterior materials and colors for the facade of the newly constructed portion proposed along Oak Street would include gray and beige limestone veneer walls with clear and translucent glass walls and windows. The side (western) and rear (northern) elevations are proposed to have symmetrical window configurations and walls would have exposed, architectural-grade concrete. The proposed materials and colors are intended to complement the granite, limestone, concrete, and terra cotta facade materials of the existing 50 Oak Street building.



One building adjoins the project site, the seven-story, approximately 125-foot-tall building at 25 Van Ness Avenue, directly east of 50 Oak Street. Buildings south, west, and north of the site are varied in scale and height, and include a three-story office building to the south across Oak Street, a five- to six-story school complex to the west across Franklin Street, a four-story apartment building, and a five-story apartment with retail building to the north across Hickory Street. An eight-story, 100-foot-tall, residential-office building has been approved for development on the parking lot to the northeast across Hickory Street. The proposed project would be approximately 45 feet shorter than the adjacent 25 Van Ness Avenue building and 20 feet shorter than the approved development at 41/77 Van Ness Avenue. It would be taller than three- to six-story existing buildings in the near vicinity, as described above. The height and bulk of the project would fall within the range of development in the vicinity.

The project would not have substantial adverse effect on scenic views or vistas from public open space or other public locations; it would not block existing public views of City Hall.

The proposed project would include outdoor lighting fixtures; it would not include mirrored glass. No unusual amount of light or glare would be created by the project.

Given that the proposed project would not be a substantial change from the existing buildings' scale and massing, would not degrade or obstruct views or vistas, and would not generate obtrusive lighting or glare upon the surrounding properties, there would be no significant visual impacts generated by the project, and therefore no further discussion is required in the EIR.

3. <u>Population</u> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Induce substantial growth or concentration of population?	—	<u>X</u>	<u>X</u>
b. Displace a large number of people (involving either housing or employment)?	—	<u>X</u>	<u>X</u>
c. Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?	—	<u>X</u>	<u>X</u>

The San Francisco Conservatory of Music, currently located at 1201 Ortega Street in San Francisco, employs 237 full- and part-time people there. Some part-time Conservatory employees have other jobs in the Civic Center area, particularly with the San Francisco Symphony, and San Francisco Ballet or San Francisco Opera orchestras. All existing Conservatory employees are expected to work at the new location.



There is about 91,000 gsf of existing space at the project site, in 50 and 70 Oak Street. Complete information is not available regarding when the buildings were last fully occupied. The Conservatory took possession of the building in March 2000; both buildings were not fully occupied. Due to high rents for commercial space in San Francisco in 2000 and 2001, tenants at that time generally remained in the building until the end of 2001. As of November 2001, approximately 19,000 sq. ft. of the total 91,000 gsf were rented to 15 tenants for offices, dance or fitness related activities; the large areas containing the gymnasium, pool, and weight rooms were vacant. The proposed development would displace those 15 tenants, which employ about 65 employees.<sup>7</sup> In anticipation of the project, the project sponsor has encouraged tenants to find other space; gradually, the past year (2002), tenants have vacated, or are vacating, their spaces within both buildings. The tenant with the largest number of employees is Lines Contemporary Ballet, a dance studio employing approximately 15 people. The dance studio has leased space elsewhere in the C-3 district and will relocate. Given the recent downturn in the economy and the increase in vacancy rates in San Francisco, the other displaced businesses would be expected to be able to relocate within San Francisco, or elsewhere in the Bay Area more easily now than in recent years.

The Conservatory expects to enroll 320 collegiate (full-time) and 500 preparatory (part-time) students (820 total students), and employ 38 full-time faculty, 150 part-time faculty, and 70 support staff employees, a total of 258 employees at the proposed 50 Oak Street project. An approximately 25% increase in students (200 students, 50 of whom would be at collegiate level) and 8% increase in employees (21 people) are expected for the Conservatory as a result of moving from the Ortega Street to the Oak Street site.<sup>8</sup> Full-time staff is expected to increase by approximately 15.5% (six people), part-time staff is expected to increase by approximately 6.5% (10 people), and staff members are expected to increase by approximately 7% (five people). The increase in the number of collegiate students and full-time employees, in turn, could increase demand for local housing.

Of the existing 270 collegiate level students at the Conservatory, approximately 78% live within the City and County of San Francisco.<sup>9</sup> Approximately 39 students, 78% of the 50 additional collegiate level students, could, therefore, be expected to seek housing within San Francisco. Regarding preparatory students, these are high school age and younger and are assumed to live with parents or guardians, and therefore would not increase the demand for housing. The number of new housing units that would need to be constructed in San Francisco to

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<sup>7</sup>Information from Oppenheim Lewis, the project sponsor's representative, on behalf of the sponsor, dated November 1, 2001: a total of 15 tenants rented space in the 50 and 70 Oak Street buildings; the estimated number of employees as of November 2001, the most recent information available, was about 65.

<sup>8</sup>Information from Oppenheim Lewis, the project sponsor's representative, dated January 16, 2002: There are about 270 existing collegiate students, 350 preparatory students, 32 full-time faculty, 140 part-time faculty, and 65 staff members at 1201 Ortega Street; about 320 collegiate students, 500 preparatory students, 38 full-time faculty, 150 part-time faculty, and 70 staff members anticipated at the 50 Oak Street site.

<sup>9</sup>Oppenheim Lewis, representative for the project sponsor, memo dated November 7, 2001. The memo is on file with the Planning Department, 1660 Mission Street, San Francisco, and is available for review as part of the project file.

accommodate the new collegiate students cannot be reliably quantified; students may continue to live with their parents, or may share rooms and live in households that exceed the 2.3 persons per household typical in San Francisco.<sup>10</sup> The project site is close to BART and MUNI transit lines, and proximity to major transit lines could provide students some increased flexibility in housing location.

After relocating from the Ortega Street to the Oak Street site, the school expects to have about 21 new faculty and staff positions, 11 of which would be full-time faculty and staff members. Some of the full-time employees would be expected to require housing in San Francisco. The increase in employment would be about 0.003% of total employment of 731,660 employees in the City projected for the year 2020, and it would be an increase of about 0.02% of employment growth of 102,800 jobs projected from 2000-2020.<sup>11</sup> This potential increase in employment would be small in the context of total employment in San Francisco.

San Francisco is the central city (and most urban place) in an attractive region, and consistently ranks as one of the most expensive housing markets in the United States. The San Francisco Bay Area is known for its agreeable climate, open space, recreational opportunities, cultural amenities, a strong and diverse economy, and prominent educational institutions. As a regional employment center, San Francisco attracts people who want to live close to where they work. These factors continue to support a strong demand for housing in San Francisco. Providing new housing to meet this strong demand is particularly difficult because the amount of land available is limited and land and development costs are relatively high.

During the period of 1990-2000, the number of new housing units completed citywide ranged from a low of about 380 units (1993) to a high of about 2,065 units (1990) per year. The citywide annual average over that 11-year period was about 1,130 units.<sup>12</sup> In March 2001, the Association of Bay Area Governments (ABAG) projected regional needs in the Regional Housing Needs Determination (RHND) 1999-2006 allocation. The projected need of the City for 2006 is for 20,372 dwelling units or an average yearly need of 2,716 net new dwelling units.<sup>13</sup>

The increase in student population and employees would not substantially increase the existing area-wide population. Given that the project site is conveniently located near major public transit hubs, there could be some increased flexibility as to where people would choose to live in, and

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<sup>10</sup>Data from Association of Bay Area Governments, *San Francisco City and County Census 2002*, March 2001, located at <http://www.abag.ca.gov/census/counties/SanFranciscoCounty.htm>

<sup>11</sup>Data from Association of Bay Area Governments, *Projections 2002*, located at <http://www.abag.ca.gov/abag/overview/pub/2002>

<sup>12</sup>San Francisco Planning Department, *Data and Needs Analysis - Part I of the 2001 Housing Element Revision*, June 1, 2002, p.23.

<sup>13</sup>Data from Association of Bay Area Governments, *Regional Housing Needs Determination (RHND) 1996-2006 allocation*, located at [http://www.abag.ca.gov/cgi-bin/rhnd\\_allocation.pl](http://www.abag.ca.gov/cgi-bin/rhnd_allocation.pl)



around, San Francisco. The population change expected would not cause a significant physical environmental effect. Therefore, this topic requires not further analysis in the EIR.

4. **Transportation/Circulation** - Could the project:      Yes    No    Discussed

a. Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?      To be determined

b. Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards?      To be determined

c. Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?      To be determined

d. Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?      To be determined

The proposed project would generate a demand on the local transportation system, including increased traffic and transit demand. The EIR will discuss project effects related to transportation and circulation, including intersection operations; transit demand; and impacts on parking, bicycles, and freight loading; as well as construction impacts.

5. **Noise** - Could the project:      Yes    No    Discussed

a. Increase substantially the ambient noise levels for adjoining areas?      —      X      X

b. Violate Title 24 Noise Insulation Standards, if applicable?      —      X      X

c. Be substantially impacted by existing noise levels?      —      X      X

Outdoor noise in the vicinity of the project area includes numerous potential sources of noise. The most significant existing source throughout most of San Francisco is traffic. This is especially true of the project area because of the proximity to US Highway 101 (Van Ness Avenue) and Market Street. Non-traffic noise sources in the area could include temporary construction noise due to other projects in the vicinity, such as noise during construction of the approved development at 41/77 Van Ness Avenue. The nearest sensitive receptors to the project site are residential uses within one block of the site to the north, south, and west, and schools,



such as the French-American and Chinese-American International Schools at 150 Oak Street, in the block west of the site across Franklin Street.

### Effects on Ambient Noise Levels

*Construction Noise.* Construction is expected to take approximately 26 to 28 months. Demolition, excavation, and building construction would temporarily increase noise in the project vicinity. Construction noise is generally intermittent, and by definition temporary. During most of the construction period, noise levels would be above existing levels in the project area. Construction noise would fluctuate depending on the construction phase, equipment type and duration of use, distance between noise source and listener, and presence or absence of barriers. As noted, impacts would be temporary and intermittent and would be limited to the period of foundation and exterior work. Interior construction noise would be substantially reduced by exterior walls. The foundations would include spread footings (at the portion of the site occupied by 50 Oak Street) and concrete mat foundations (at the 70 Oak Street part of the site).<sup>14</sup> There would be no pile driving; shoring is anticipated.

There would be times when construction noise generated by the project would interfere with indoor activities in nearby educational institutions, offices, commercial areas and other spaces adjacent to the project site. Construction noise impacts would be temporary in nature and limited to the period of construction. Construction of other nearby projects, such as the approved building at 41/77 Van Ness Avenue, that might coincide with construction of the proposed development, could also temporarily increase the overall noise levels in the immediate vicinity, as noise intensity would be greater with a larger number of noise sources. There could be increased intensity of impacts with overlapping construction, or impacts could extend over a longer period of time, if construction were in sequence. Noise from overlapping construction or construction in sequence would remain temporary and intermittent.

Construction noise is regulated by the San Francisco Noise Ordinance (Article 29 of the Police Code). The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 dBA at a distance of 100 ft. from the source. Impact tools, such as jack hammers and impact wrenches, must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the Ordinance prohibits construction work between 8:00 p.m. and 7:00 a.m., if noise would exceed ambient noise by 5 dBA at the project property line, unless a special permit is authorized by the Director of Public Works. Project demolition and construction operations would comply with the Noise Ordinance requirements. Compliance with the Noise Ordinance is required by law and would reduce any impacts to a less-than-significant level.

Based on the above analysis, construction noise would not be significant and requires no further analysis in the EIR.

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<sup>14</sup> Treadwell & Rollo, *Geotechnical Investigation San Francisco Conservatory of Music*, March 29, 2002. (Hereinafter "Treadwell & Rollo, *Geotechnical Investigation*") This report is on file with the San Francisco Planning Department, 1660 Mission Street, and is available for review as part of the project file.

*Operations Noise.* The project design incorporates acoustical measures to control sound levels within the interior of the building. Sound proofing insulation would be installed in all studios, classrooms, practice rooms, and performance spaces such that music could be made in any two adjacent rooms without disturbance. Sound proofing in the building would thus minimize the penetration of noise levels from the neighborhood to the project and from the project into the neighborhood.

The proposed project would include mechanical equipment, such as air conditioning units and chillers, which could produce operational noise. These operations would be subject to the San Francisco Noise Ordinance, Article 29, Section 2909, Fixed Source Levels, which limits noise from building operations. The Department of Building Inspection would review the final building plans to insure that the building wall and floor/ceiling assemblies meet state standards regarding sound transmission. Substantial increases in the ambient noise level due to building equipment noise would not be anticipated. At the project location, operational noise would not be expected to be noticeable, given background noise levels in this area. No further analysis is necessary and the EIR will not discuss building equipment noise further.

In light of the above, noise created by the project would therefore be primarily due to additional automobile traffic and truck deliveries. An approximate doubling of traffic volumes in the area would be necessary to produce an increase in ambient noise levels noticeable to most people. The project would not cause a doubling in traffic volumes, and therefore would not cause a noticeable increase in the ambient noise level in the project vicinity.

6. <u>Air Quality/Climate</u> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?	—	<u>X</u>	<u>X</u>
b. Expose sensitive receptors to substantial pollutant concentrations?	—	<u>X</u>	—
c. Permeate its vicinity with objectionable odors?	—	<u>X</u>	<u>X</u>
d. Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?	—	<u>X</u>	<u>X</u>



### Effects on Ambient Air Quality

The project would generate dust and other emissions during construction. During project operation, traffic from the project would generate air emissions.

*Construction Emissions.* Demolition, excavation, grading, and other ground disturbing construction activity would temporarily affect localized air quality for up to about three months, causing a temporary increase in particulate dust and other pollutants. Excavation and movement of heavy equipment could create fugitive dust and, as a result of diesel fuel combustion, emit nitrogen oxides (NO<sub>x</sub>), carbon monoxide (CO), sulphur dioxide (SO<sub>2</sub>), reactive organic gases, or hydrocarbons (ROG or HC), and particulate matter with a diameter of less than 10 microns (PM<sub>10</sub>), which are criteria pollutants or their precursors.

Dust emission during demolition and excavation would increase particulate concentrations near the site. Dust fall can be expected at times on surfaces within 200 to 800 feet. Under high winds exceeding 12 miles per hour, localized effects including human discomfort might occur downwind from blowing dust. Construction dust is composed primarily of particularly large particles that settle out of the atmosphere more rapidly with increasing distance from the source and are easily filtered by human breathing passages. In general, construction dust would result in more of a nuisance than a health hazard in the vicinity of construction activities. About one-third of the dust generated by construction activities consists of smaller size particles in the range that can be handled by humans (i.e., particles 10 microns or smaller in diameter known as PM<sub>10</sub>), although those particles are generally inert. More of a nuisance than a hazard for most people, this dust could affect persons with respiratory diseases immediately downwind of the site, as well as sensitive electronics or communications equipment. Since the French-American and Chinese-American International Schools are located in the block west and upwind of the project site, project-related construction dust would not be expected to have a substantial effect on the students.

While construction emissions would occur in short term, and temporary phases, they could cause adverse effects on local air quality. The Bay Area Air Quality Management District (BAAQMD), in its CEQA Guidelines, has developed an analytical approach that obviates the need to quantitatively estimate these emissions. To this end, the BAAQMD has identified a set of feasible PM<sub>10</sub> control measures for construction activities. The project would include these measures to reduce the effects of construction activities to an insignificant level. They would include wetting down the site twice daily; covering soil, sand, and other material; and daily street sweeping around the demolition and construction sites (see Mitigation Measure on p. 43 below). San Francisco Ordinance 175-91, adopted by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, contractors would obtain reclaimed water from the San Francisco Clean Water Program. Because the project would include these mitigation measures and those required by ordinance, it would not cause significant construction-related air quality effects. Therefore, the EIR will not address these effects further.

*Traffic Emissions.* Air quality impacts from the proposed project would occur due to increased traffic in the region. The BAAQMD has established thresholds for projects requiring quantitative analysis for potential air quality impacts. These thresholds are based on the



minimum size projects which the District considers capable of producing air quality problems due to vehicular emissions. One threshold is generation of over 2000 vehicle trips per day. The project would not exceed this threshold;<sup>15</sup> therefore, significant air quality impacts due to vehicular emissions would not be generated by the proposed project.

#### Toxic Air Contaminant Emissions/Objectionable Odors

The proposed project design would be a new educational institutional use. This use could require operation of natural-gas-fired boilers or chillers that could emit trace quantities of toxic air contaminants, but they are not expected to have the potential to generate toxic air contaminants in substantial amounts or create any objectionable odors. Therefore, the EIR will not discuss this issue further.

In view of the above, the topic of Air Quality requires no further analysis and will not be included in the EIR.

#### Wind

In order to provide a comfortable wind environment for people in San Francisco, the City established specific comfort criteria to be used in the evaluation of proposed buildings in certain areas of the City. The City Planning Code sets forth wind criteria for certain areas in the City in and near Downtown, including the subject site, which is in a C-3 District. Planning Code Section 148(a) establishes comfort criteria of 11 miles per hour (mph) equivalent wind speed for pedestrian areas and 7 mph for seating areas, not to be exceeded more than 10% of the time year-round, between 7:00 a.m. and 6:00 p.m. Section 148(a) also establishes that no building or addition would be permitted in a C-3 District that would cause equivalent wind speeds to exceed the hazard level of 26 miles per hour for more than a single full hour per year. No exception may be granted to this latter criterion.

A wind analysis was conducted for the project.<sup>16</sup> Ground-level wind accelerations near buildings are controlled by exposure, massing and orientation. Exposure is a measure of the extent that the building extends above surrounding structures into the wind stream. A building that is surrounded by taller structures is not likely to cause adverse wind accelerations at ground level, while even a small building can cause wind problems if it is freestanding and exposed. The site is somewhat sheltered from prevailing winds by existing structures, although there is a vacant lot just west of the 70 Oak Street parcel. The existing structures on the site are sheltered by adjacent and nearby structures. For the portion of the project on the parcel occupied by 50 Oak Street, the only new building element that could affect wind would be a partial one-story addition along the Hickory Street frontage. For the new construction on the parcel occupied by 70 Oak Street, the project would increase the area of the western and northern facades, potentially changing wind

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<sup>15</sup>CHS Consulting Group, June 20, 2002 dated memo to Bill Wycko. A copy is available for review with the San Francisco Planning Department, 1660 Mission Street, as part of the project file.

<sup>16</sup>Donald Ballanti, Certified Consulting Meteorologist, Wind Opinion Letter to Julie Tilley, Turnstone Consulting, dated March 28, 2002. A copy is available for review with the San Francisco Planning Department, 1660 Mission Street, as part of the project file.

currents and strengths. The tallest elements of the portion of the project on the 70 Oak Street part of the site would be the rooftop mechanical louvered screen wall which, not being solid, would have little wind effect. The western facade would be slightly taller than that of the existing structures but would include a setback at the upper levels that would cancel out the effect of this additional maximum height. Both the northern and western building faces are partially exposed to prevailing winds, so some increase in wind at ground level is likely. The effect would likely be greater along Hickory Street, where most of the added building bulk would be located. However, due to the limited height of the proposed structure and the shelter provided by existing structures across Hickory Street, any such accelerations would be minor.

The project site is somewhat sheltered from prevailing westerly winds by adjacent and nearby structures. The approved 41/77 Van Ness Avenue project at the east end of the half-block just north of the project site would replace a parking lot with a 100-foot-tall mixed-use structure. As that development will be north and east of the project site, it is in a down-wind direction under prevailing wind conditions. Its location suggests it would not affect winds at or near the Conservatory of Music site, and the relatively small massing changes associated with the 50 Oak Street project would be unlikely to substantially affect winds at 41/77 Van Ness Avenue site.

In the opinion of the wind consultant, as described above, the project does not have the potential to cause significant changes to the wind environment in pedestrian areas adjacent to or near the site. Any new wind accelerations would, therefore, be minimal. Therefore, this topic requires no further analysis and will not be discussed further in the EIR.

### Shadow

Section 295 of the City Planning Code was adopted in response to Proposition K (passed November 1984) in order to protect certain public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunset, year round. Section 295 restricts new shadow upon public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet in height, unless the City Planning Commission finds the impact to be insignificant. In the project vicinity, two public spaces are subject to Section 295: Civic Center Plaza about three blocks to the northeast, and the War Memorial Plaza, the area between the War Memorial Opera House and the Veterans Building, about three blocks north of the project site. To determine whether this project would conform with Section 295, a shadow fan analysis was prepared by the Planning Department.<sup>17</sup> This analysis determined that the project shadow would not shade public areas subject to Section 295. Because of the proposed building height and the configuration of existing buildings in the vicinity, the net new shading that would result from the project's construction would be limited in scope, and would not increase the total amount of shading above levels which are common and generally accepted in urban areas. Results of the shadow study also show that the proposed project would not cast new shadow on any public sidewalks designated in Planning Code Section 146, or in any public plazas or publicly accessible spaces in a C-3 district delineated in Planning Code Section 147.

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<sup>17</sup> Michael Li, San Francisco Planning Department, Letter to Scott Lewis, dated January 9, 2002. A copy is available for review with the San Francisco Planning Department, 1660 Mission Street, as part of the project file.



The French-American and Chinese-American International Schools share a single campus located in the block west of the project site. The campus contains four playgrounds and an L-shaped fenced and landscaped common area fronting Oak and Franklin Streets; these spaces, for use by both schools, are not publicly accessible. A shadow study was conducted to determine whether the project would add new shadow to shadows already cast on campus open space by existing structures. The proposed additional building heights at the rear of the 50 Oak Street project would not cast new shadow on of the school playgrounds or the private common area.<sup>18</sup>

Because the proposed project would not cast new shadow on any properties protected under Section 295, and would not substantially shade designated sidewalks, nearby public open spaces, or playgrounds, shadow requires no further analysis and will not be discussed further in the EIR.

7. <u>Utilities/Public Services</u> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Breach published national, state or local standards relating to solid waste or litter control?	—	<u>X</u>	<u>X</u>
b. Extend a sewer trunk line with capacity to serve new development?	—	<u>X</u>	<u>X</u>
c. Substantially increase demand for recreation or other public facilities?	—	<u>X</u>	<u>X</u>
d. Require major expansion of power, water, or communications facilities?	—	<u>X</u>	<u>X</u>

The proposed project is on a site that is currently served by fire, police, solid waste collection, recreational facilities, water, gas, and electricity providers. The project proposes to increase the intensity of use at the site. The project would increase demand for and use of public services and utilities on the site, and would increase water and energy consumption, but not in excess of amounts expected and provided for in the project area. Thus, the project would not be expected to have a measurable impact on public services or utilities. The proposed building would be designed to incorporate water-conserving measures, such as installing low-flush toilets and urinals, as required by California State Building Code Section 402.0(c). The project would be undertaken in a fully built-out area of San Francisco, where utilities and services are currently provided; no need for expansion of public utilities or public service facilities is anticipated. Therefore, effects would not be significant. This topic requires no further analysis and will not be included in the EIR.

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<sup>18</sup>Turnstone Consulting, *Shadow Study, French-American and Chinese-American International Schools, 50 Oak Street Project, 2001.0862E*, June 21, 2002. A copy is available for review with the San Francisco Planning Department, 1660 Mission Street, as part of the project file.



### Power and Communications Facilities

The project site is currently served by power and communication facilities. The new building would require typical utility connections and could tap into existing power and communications grids. Therefore, no additional power or communications facilities would be necessary as a result of project implementation.

The proposed project would increase demand for and use of public services and utilities on the site, but not in excess of amounts expected and provided for in this area. San Francisco consumers have recently experienced rising energy costs and uncertainties regarding the supply of electricity. The root causes of these conditions are under investigation and are the subject of much debate. Part of the problem may be that the State does not generate sufficient energy to meet its demand and must import energy from outside sources. Another part of the problem may be the lack of cost controls as a result of deregulation. The California Energy Commission (CEC) is currently considering applications for the development of new power-generating facilities in San Francisco, the Bay Area, and elsewhere in the State. These facilities could supply additional energy to the power supply "grid" within the next few years. These efforts, together with conservation, will be part of the statewide effort to achieve energy sufficiency. The Conservatory of Music facility would not be built and occupied until about 2004; therefore, additional generating facilities may have been completed by the time the project is in operation. The project-generated demand for electricity would be negligible in the context of the overall demand with San Francisco and the State, and would not in and of itself require a major expansion of power facilities. Therefore, the energy demand associated with the proposed project would not result in a significant physical environmental effect.

#### 8. **Biology** - Could the project:

Yes    No    Discussed

a. Substantially affect a rare or endangered species of animal or plant, or the habitat of the species?

—    X    X

b. Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?

—    X    X

c. Require removal of substantial numbers of mature, scenic trees?

—    X    X

No known rare, threatened or endangered species are known to exist in the vicinity. The project site is in a developed urban area and does not support or provide habitats for any rare or endangered wildlife species. No other important biological resources exist on the site, which is completely covered by existing buildings. Development of the site, therefore, would not affect, or substantially diminish, plant or animal habitats. The project would not interfere with any resident or migratory species. Therefore, this topic requires no further analysis and will not be discussed in the EIR.

9. Geology/Topography - Could the project:

Yes    No    Discussed

a. Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)?

—    X    X

b. Change substantially the topography or any unique geologic or physical features of the site?

—    X    X

Geological Hazards

The Community Safety Element of the San Francisco General Plan contains maps that show areas of the City subject to geologic hazards. The project site is located in an area subject to “non-structural” damage (Modified Mercalli Intensity VII) from seismic ground shaking originated by a characteristic earthquake (Moment Magnitude 7.1) along the San Andreas fault approximately six miles southwest of San Francisco, and the Northern Hayward fault approximately 12 miles northeast of San Francisco (Maps 2 and 3 in the Community Safety Element). During a major earthquake on a segment of one of the nearby faults, strong to very strong shaking is expected to occur at the project site. The project site is not in an area subject to landslide, seiche or tsunami run-up, or reservoir inundation hazards (Maps 5, 6, and 7 in the Community Safety Element).<sup>12</sup> The project site is not in an Alquist-Priolo Earthquake Fault Zone.<sup>13</sup>

The project site is located in an area of liquefaction potential, a Seismic Hazards Study Zone (SHSZ) designated by the California Division of Mines and Geology shown on Map 4 of the Community Safety Element of the San Francisco General Plan. For any development proposal in an area of liquefaction potential, the Department of Building Inspection (DBI) will, in its review of the building permit application, require the project sponsor to prepare a final geotechnical report pursuant to the State Seismic Hazards Mapping Act. The report would assess the nature and severity of the hazard on the site and recommend project design and construction features that would reduce the hazard. The project sponsor has provided a geotechnical investigation report prepared by a California-licensed geotechnical engineer that is on file with the Department of City Planning and available for public review as part of the project file.<sup>14</sup> The report is summarized below. It contains recommendations which the project sponsor has agreed to follow.

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<sup>12</sup>City and County of San Francisco, Community Safety Element, *San Francisco General Plan*, April 1997

<sup>13</sup>California Division of Mines and Geology, *Fault Rupture Hazards Zone in California, Alquist-Priolo Earthquake Fault Zoning Act with Index to Earthquake Fault Zone Maps*, Special Publication 42, revised 1997, Figure 4B.

<sup>14</sup>Treadwell & Rollo, *Geotechnical Investigation San Francisco Conservatory of Music*, March 29, 2002. (Hereinafter “Treadwell & Rollo, *Geotechnical Investigation*”.) This report is on file with the San Francisco Planning Department, 1660 Mission Street, and is available for review as part of the project file.



The project site is generally flat and the site elevation is approximately 45 to 48 feet above mean sea level. The preliminary geotechnical report indicates that the subsurface conditions at the site generally consist of fill, Dune sand, marsh deposit, and Colma formation deposits.<sup>15</sup>

The geotechnical report indicates subsurface conditions on and adjacent to the site consist of up to 12 to 18 feet of loose to medium dense fill with varying amounts of brick fragments.<sup>16</sup> The fill is underlain by native medium dense to dense clean sand (geologically referred to as Dune sand). Dune sand is fairly thin, ranging from 4 to 5½ feet thick, where explored, and extending to depths from approximately 15 to 21½ feet below the existing ground surface. A compressible marsh deposit, consisting of soft to hard silty clay with sand, and loose to medium dense clayey sand, underlies the Dune sand. Where explored, the marsh deposit is approximately 6½ to 10½ feet thick; it extends to a depth of 24 to 28 feet below the ground surface. Sand layers of the Colma formation were encountered below the marsh deposit to a maximum depth of 61½ feet. This formation is dense to very dense and contains varying amounts of silt and clay.<sup>17</sup>

Groundwater level at the project site varies a few feet seasonally; high groundwater level is anticipated at about 17 feet below the ground surface.<sup>18</sup>

To construct the second-level basement under the 70 Oak Street site, excavation to a depth of about 25 feet below street grade, about 15 feet below the existing basement level, is proposed. Excavation would remove about 5,000 cubic yards of soil; excavation for the new foundation under the existing 50 Oak Street building would remove about 1,200 cubic yards of soil.<sup>19</sup> Fill, medium to dense Dune sand and marsh deposits below the sand, encountered in the upper 27 feet<sup>20</sup> would be removed during this excavation.

Analyses of subsurface information indicate the saturated, loose to medium-dense clayey and silty sand encountered below the proposed excavation is susceptible to seismic densification.

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<sup>15</sup> Treadwell & Rollo, *Geotechnical Investigation*, pp. 7-8

<sup>16</sup> Two soil borings were taken immediately adjacent to the west boundary of the project site in the adjoining parking lot. Six test pits were hand-excavated in the basements of the existing buildings to confirm foundation types. These test pits also provided information on subsurface soils immediately below the buildings on the project site. Treadwell & Rollo, *Geotechnical Investigation*, pp. 5-9.

<sup>17</sup> Treadwell & Rollo, *Geotechnical Investigation*, pp. 7-8

<sup>18</sup> Treadwell & Rollo, *Geotechnical Investigation*, p. 8. The drilling procedure used in sampling subsurface soils obscured the natural groundwater level and prevented accurate groundwater level measurement during drilling. However, during excavation of test pits in the 50 Oak Street building, groundwater was measured at approximately 20 ½ feet below the exterior sidewalk grade, corresponding to Elevation +26 ½ feet. The groundwater level at the project site is anticipated to vary a few feet seasonally. Anticipated high groundwater level within the site vicinity is near Elevation ± 30 feet.

<sup>19</sup> SCA Environmental Inc., April 25, 2002 letter to Mr. Scott Lewis, Oppenheim Lewis, Inc. The letter is on file with the Planning Department, 1660 Mission Street, San Francisco, and is available for review as part of the project file.

<sup>20</sup> Treadwell & Rollo, *Geotechnical Investigation*, pp. 7-8



According to the geotechnical report, sands below the groundwater level (at about 17 feet below the existing ground surface) are dense and have sufficient cohesion to resist liquefaction during a moderate to large earthquake on one of the nearby faults. The loose to medium-dense sand above the groundwater level is susceptible to seismic densification, and it is estimated that about 1 to 1½ inches of settlement could occur beneath sidewalks from earthquake vibrations; seismic densification should not affect the proposed 50 Oak Street project because the basement levels would be excavated below the loose to medium dense sand.<sup>21</sup> On the basis of the results of the available subsurface information, laboratory test results and relatively flat topography, the report concludes that the potential for lateral spreading is low.<sup>22</sup>

*Dewatering.* The entire project site is currently covered with two existing buildings and the proposed project would not change the existing footprint. Excavation of a second-level basement is planned under the 70 Oak Street site. Excavation for the additional basement level would be approximately 27 feet below the existing ground level, about nine to ten feet below the anticipated high groundwater level of approximately 17 feet below the ground surface. A sump and pump are installed in the existing lower level basement of 50 Oak Street.<sup>23</sup> This pump cycles automatically, lowering the groundwater below the 50 Oak Street building floor slab.<sup>24</sup> The adjacent property at 25 Van Ness Avenue also pumps water from sumps that may influence the groundwater table in the area.<sup>25</sup>

Dewatering would be required for the project. The geotechnical report recommends that the groundwater level at the project site be lowered to a depth of at least three feet below the bottom of the planned maximum excavation depth, and maintained at this level until the structure is able to resist the hydrostatic uplift pressure on the bottom of the structure. The dewatering wells should extend into the Colma foundation to lower the water level below the marsh deposit and prevent heaving of the marsh deposit.<sup>26</sup>

Excessive dewatering could result in subsidence of the immediate area. Groundwater should be lowered below the depth of the maximum excavation and maintained at this level until sufficient building weight or uplift capacity are available to resist the hydrostatic uplift pressure once groundwater is allowed to rise to its normal elevation.<sup>27</sup> Groundwater pumped from the site

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<sup>21</sup>Treadwell & Rollo, *Geotechnical Investigation*, pp. 12-13

<sup>22</sup>Treadwell & Rollo, *Geotechnical Investigation*, p. 13.

<sup>23</sup>Green Environment, Inc., *Environmental Site Assessment*, (hereinafter "Green Environment, ESA") for 50 & 70 Oak Street, San Francisco, California, July 6, 2001, p. 17. This report is on file with the San Francisco Planning Department, 1660 Mission Street, and is available for review as part of the project file.

<sup>24</sup>Treadwell & Rollo, *Geotechnical Investigation*, p.8

<sup>25</sup>Treadwell & Rollo, *Geotechnical Investigation*, p.8

<sup>26</sup>Treadwell & Rollo, *Geotechnical Investigation*, p. 19

<sup>27</sup>Treadwell & Rollo, *Geotechnical Investigation*, pp. 19, 26

during construction would be subject to the San Francisco Industrial Waste Ordinance (Ordinance Number 199-77), requiring that groundwater meet specified water quality standards before it may be discharged into the sewer system. The Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission must be notified of projects necessitating dewatering, and may require water analysis before discharge.

Because dewatering is necessary, the soils report addresses the potential settlement and subsidence impacts of this dewatering. Based on this discussion, the preliminary report recommends a lateral movement and settlement survey. Adjacent site improvements, including the building at 25 Van Ness Avenue, would be monitored for vertical movement caused by dewatering. The geotechnical report indicates that the 25 Van Ness Avenue building is estimated to settle less than ½ inch during the twelve month dewatering period if footings for 25 Van Ness Avenue bear in the Marsh deposit.<sup>28</sup> However, existing building plans indicate that the footings for the 25 Van Ness building may extend through the marsh deposit and bear on the Colma formation; if this is the case, settlement due to dewatering is expected to be minor. Groundwater observation wells and piezometers would be installed outside the project excavation to monitor potential settlement and subsidence while dewatering is in progress.<sup>29</sup> The Department of Public Works would require that a Special Inspector, as defined in Article 3 of the Building Code, be retained by the project sponsor to perform this monitoring. If, in the judgment of the Special Inspector, unacceptable movement were to occur during dewatering, groundwater recharge would be used to halt this settlement. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsor.

*Foundations.* The consultant recommends that the proposed new construction on the site of the former 70 Oak Street building and the retrofitted and altered 50 Oak Street structure be supported on a reinforced concrete mat foundation bearing on the dense sand of the Colma formation, below the marsh deposit.<sup>30</sup> Building loads are expected to be increased with the proposed alterations of the 50 Oak Street building. These loads would cause excessive settlement of the structure, and the report concludes that existing foundations are not suitable. The geotechnical report recommends a reinforced concrete mat foundation for the 50 Oak Street building in the dense sand of the Colma foundation below the marsh deposit.<sup>31</sup>

Plans show the finished floor of the basement levels of 50 and 70 Oak Street would be about seven feet below the design groundwater table. The geotechnical report recommends that basement walls and the floor be designed to resist hydrostatic pressures from groundwater and waterproofed. Tiedown anchors may be needed to resist uplift pressures.<sup>32</sup>

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<sup>28</sup>Treadwell & Rollo, *Geotechnical Investigation*, p.20

<sup>29</sup>Treadwell & Rollo, *Geotechnical Investigation*, p.26

<sup>30</sup>Treadwell & Rollo, *Geotechnical Investigation*, pp. 28-29

<sup>31</sup>Treadwell & Rollo, *Geotechnical Investigation*, pp. 13-14

<sup>32</sup>Treadwell & Rollo, *Geotechnical Investigation*, pp. 14, 21



*Temporary Support During Construction.* Construction of basement levels and foundations for 70 Oak Street would require excavation extending 25 to 30 feet below the existing ground surface. Excavations deeper than five feet entered by workers are required to be shored or sloped for safety in accordance with the Occupational Safety and Health Administration (OSHA) standards (29 CFR Part 1926). According to the consultant, as there would be insufficient space to slope the sides of the excavated area, shoring would be required. The geotechnical report recommends soil-cement or concrete-diaphragm walls and soldier pile and lagging shoring system restrained with internal braces or tiebacks.<sup>33</sup>

Excavation for the new foundation system of 50 Oak Street would extend one to four feet below the bottom of the foundation supporting the adjacent 25 Van Ness Avenue building. Therefore, underpinning would be required. The geotechnical report recommends that underpinning be performed prior to excavating below the existing basement level of 25 Van Ness Avenue. The consultant recommends hand-excavated, end-bearing piers as the most suitable underpinning method and that piers be designed to resist vertical building loads and lateral earth pressures.<sup>34</sup>

The report also addresses, and makes recommendations regarding excavation, subgrade preparation, and backfill.

The geotechnical report found the site suitable for development, providing that the recommendations included in the report are incorporated into the design and construction of the proposed development. The project sponsor has agreed to follow the report's recommendations. To ensure compliance with all San Francisco Building Code provisions regarding structural safety, when DBI reviews the geotechnical report and building plans for a proposed project, it will determine necessary engineering and design features for the project to reduce potential damage to structures from groundshaking and liquefaction. Therefore, potential damage to structures from geologic hazards on the project site would be mitigated through the DBI requirement for a geotechnical report and review of the building permit application pursuant to its implementation of the Building Code.

#### *Topography/Unique Geological Features*

The proposed project would not alter the topography of the site, or otherwise affect any unique geologic or physical features of the site.

Based on the above information, no significant geologic or seismic impacts would occur due to the project and no further analysis will be necessary in the EIR.

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<sup>33</sup>Treadwell & Rollo, *Geotechnical Investigation*, pp. 16-18

<sup>34</sup>Treadwell & Rollo, *Geotechnical Investigation*, p. 20



10. <u>Water</u> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Substantially degrade water quality, or contaminate a public water supply?	—	<u>X</u>	<u>X</u>
b. Substantially degrade or deplete ground water resources, or interfere substantially with ground water recharge?	—	<u>X</u>	<u>X</u>
c. Cause substantial flooding, erosion or siltation?	—	<u>X</u>	<u>X</u>

The project would not substantially degrade water quality or contaminate a public water supply. All sanitary wastewater from the proposed buildings and stormwater runoff from the project site would continue to flow to the City's combined sewer system, to be treated at the Southeast Water Pollution Control Plant prior to discharge in San Francisco Bay. Treatment would be provided pursuant to the effluent discharge limitations set by the Plant's National Pollutant Discharge Elimination System (NPDES) permit.

As discussed under the 'Geology/Topography' section of the Initial Study, it is likely that dewatering would be required to excavate for the additional basement level under the 70 Oak Street site. Groundwater is not used as a drinking water supply in the City and County of San Francisco. Therefore, dewatering during construction would not affect a public water supply or water resource.

The site is presently completely covered with buildings; therefore, there would be no change to impervious surface coverage on the site. Soil would be exposed during site preparation, but because the project site is relatively flat, the potential for substantial flooding, erosion, or siltation would be low. During construction, requirements to reduce erosion would be implemented pursuant to California Building Code Chapter 33, Excavation and Grading. Any groundwater encountered during construction would be subject to the requirements of the City's Industrial Waste Ordinance (Ordinance No. 199-77), requiring that groundwater meet specified standards before it may be discharged into the sewer system. Any groundwater pumped from the site shall be retained in a holding tank to allow suspended particles to settle, if this is found necessary by the Bureau of Environmental Regulation and Management (BERM) of the Public Utilities Commission, to reduce the amount of sediment entering the storm drain/sewer lines. The BERM must be notified of projects requiring dewatering. During operations, the project would comply with local wastewater discharge requirements, and would not affect water supplies or groundwater.

Based on the above, there would not be a significant impact from the project and no further analysis of hydrology and water quality issues is required in the EIR.

11. <b><u>Energy/Natural Resources</u></b> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	—	<u>X</u>	<u>X</u>
b. Have a substantial effect on the potential use, extraction, or depletion of a natural resource?	—	<u>X</u>	—

### Energy Use

The proposed project would include educational institutional and performance uses. Development of these uses would not result in use of large amounts of fuel, water or energy. The project would meet, or exceed, current state and local standards regarding energy consumption, including Title 24 of the California Code of Regulations enforced by DBI. For this reason, the project would not cause a wasteful use of energy, and would have a less-than-significant impact on energy and natural resources. No substantial environmental effects are expected from the proposed project and energy will not be discussed further in the EIR.

### Natural Resource Use

The project would use natural gas and coal fuel to generate electricity for the project. The project would not use substantial quantities of other non-renewable natural resources. It would not use fuel or water in an atypical or wasteful manner. Therefore, the project would not have a significant effect on the use, extraction, or depletion of a natural resource no further analysis is required in the EIR.

12. <b><u>Hazards</u></b> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	—	<u>X</u>	<u>X</u>
b. Interfere with emergency response plans or emergency evacuation plans?	—	<u>X</u>	<u>X</u>
c. Create a potentially substantial fire hazard?	—	<u>X</u>	<u>X</u>

### **Public Health Hazards**

### Hazardous Materials Use

The proposed project would be an educational institutional use requiring relatively small quantities of hazardous materials for routine business purposes. During operation, the

development would likely handle common types of hazardous materials, such as paints, cleaners, toners, solvents, and disinfectants. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling and disposal procedures. Most of these materials are consumed through use, resulting in relatively little waste. Businesses are required by law to ensure employee safety by identifying hazardous materials in the workplace, providing safety information to workers that handle hazardous materials, and training workers adequately. For these reasons, hazardous materials used would not pose substantial public health or safety hazards related to hazardous materials and therefore will not be discussed further in the EIR.

### Site Reconnaissance

On January 14, 2000 and April 14, 2000, a reconnaissance of the project site was conducted by an independent consultant.<sup>35</sup> The purpose of the reconnaissance was to look for visual evidence of past or present use or storage of petroleum products and hazardous materials that could potentially affect the soil and/or groundwater quality at the site. The 50 and 70 Oak Street buildings contain basement and sub-basement levels and are both partially occupied by various tenants. At the time of site reconnaissance in the sub-basement of 50 Oak were found small amounts of hydrochloric acid; liquid chlorine; paint; oils; solvents in containers of one gallon or less; rusted and deteriorated metal cans, one to two gallons in size (some labeled as evaporated milk); glass bottles; bricks; piping; and lumber strewn on bare soil in the northwest corner. No spillage of the chemicals, however, was observed. Pooled water, a sump pump, and sump pump piping were observed in the northwest corner of the sub-basement. According to the former property owner, the source of the pooled water was an underground spring that had breached the surface. Water in the sub-basement is pumped continuously into the City's sanitary sewer system.

Though a formal asbestos survey was not made, due to the age of the buildings, asbestos-containing material is assumed to exist. Based on the site reconnaissance, assumed asbestos-containing materials observed include pipe and furnace insulation, transite vent caps, vinyl floor tile and linoleum.

A soil sample collected by the independent consultant in the northwest portion of the sub-basement did not contain detectable volatile organic compounds or fuel-type petroleum hydrocarbons. The sample did contain a low concentration of motor oil and an elevated concentration of arsenic; the arsenic concentration detected was within typical background concentrations found in soil in California.

### Soil and Groundwater

As noted, an Environmental Site Assessment (ESA) was prepared for the project site. This study lists current and past operations, reviews environmental agency databases and records, reports site reconnaissance observations (discussed above), and summarizes potential contamination

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<sup>35</sup>Green Environment, *ESA*.



issues that warrant further investigation. The information available in the ESA is summarized below:

*Past Uses of Hazardous Materials.* Historical site use information was obtained from nine Sanborn Fire Insurance Maps and aerial surveys viewed at Pacific Aerial Surveys in Oakland. These sources indicate that the project site supported residential and stable uses from 1886 until the early 1900's. Adjacent property uses included an unidentified factory across Hickory Street. The 1913 Sanborn Map shows the property at 50 Oak Street as undeveloped and vacant; 70 Oak Street is shown developed with a two-story building covering the entire property that was occupied by Atlas Taxicab & Auto Service Company (including a garage and auto painting). Fifty Oak Street was constructed in 1914 and 70 Oak Street in 1923 to serve as recreational space for the Young Men's Institute (Y.M.I.) and the Young Ladies Institute (Y.L.I.), respectively.<sup>36</sup> The use of the site remained unchanged until the late 1950s, when portions of the buildings were rented to organizations such as the USO Club, Foreign Students Center, Artists Embassy, and International Center. In 1995, the property was sold and the Y.M.I. and Y.L.I. relocated. The buildings are now rented by a variety of small organizations for performance uses, dance and physical fitness uses, offices, and studios. The project sponsor purchased the site in 2000.

A government records report for the project site was prepared by the independent consultant.<sup>37</sup> This report contains the results of a search of several government database sources and includes a compilation of sites in the project vicinity that are listed as having documented use, storage, or releases of hazardous materials or petroleum products. Historically, occupancy of 50 and 70 Oak Street suggests minimal use of chemicals, limited to the chemical treatment of swimming pool water at 50 Oak Street, which included storage and use of hydrochloric acid and chlorine. Maintenance coatings, paints and solvents were also used and stored in the sub-basement at 50 Oak Street. The historic occupancy of 70 Oak Street suggests that chemicals would have been used in the early 1900s when the property was occupied by a taxi cab service and auto painting company. That business most likely used gasoline, motor and transmission oils, greases, degreasing solvents, solvent-based auto paints and paint thinners. No records were found for 50 and 70 Oak Street at the San Francisco Department of Public Health (SFDPH) or the Regional Water Quality Control Board (RWQCB). The independent consultant was able to obtain files for the subject property at the San Francisco Fire Department (SFFD), which revealed no potential environmental issues in the file documents dated between May 1971 and January 2000. Records found at the SFDPH indicate that a 1,500-gallon fuel oil tank was located in a concrete vault in the sub-basement floor of 50 Oak Street when it was constructed in 1913. In March 2000, the tank was uncovered and removed. The SFDPH issued a closure letter for the tank removal on June 30, 2000.

*Regulatory Database Search.* The independent consultant's search also included surrounding properties on the regulatory agency lists with suspected contamination or other hazardous

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<sup>36</sup>Page &Turnbull, *Historic Resources Study*, pp. 2, 3

<sup>37</sup>Green Environment, *ESA*, pp. 17-18

material issues.<sup>38</sup> According to the report, files found at the SFDPH show two properties with reported chemical releases that, in the opinion of the independent consultant, pose the greatest potential risk to the subject properties. These include a former Chevron Service Station located at 102 Franklin Street, which is the parking lot property to the west, and the California State Automobile Association at 150 Hayes Street, located approximately 600 feet northeast of the site.

In November 1987, three gasoline underground storage tanks (USTs) and one waste oil UST were removed from the former Chevron gas station. During the tank removal activities, holes in the tanks and evidence of potential tank overfilling were observed. Three subsurface investigations were performed in the vicinity. Initially, petroleum hydrocarbons were detected in soil samples, including 1600 parts per million (ppm) gasoline, 0.99 ppm benzene, 1.5 ppm toluene, 50 ppm xylenes and 760 ppm oil and grease. Groundwater is found at about 17 feet below ground surface and was found to flow alternately southeast (toward the project site and southwest (away from the site)).<sup>39</sup> Groundwater sampling and analyses in the late 1980's indicated groundwater contained as high as 2,300 parts per billion (ppb) gasoline, 3.2 ppb benzene, 5 ppb toluene, 120 ppb xylenes, and 5 ppb ethylbenzene.<sup>40</sup> Groundwater sampling and analyses performed about ten years later, in 1998, indicated the groundwater samples did not contain detectable petroleum, hydrocarbons, including methyl tertiary butyl ether (MTBE). Soils and groundwater were apparently not analyzed for halogenated volatile organic compounds that may have been used on the site as degreasing agents. The SFDPH issued a letter granting closure for the site on April 21, 1999.<sup>41</sup>

The Environmental Site Assessment also identifies the California State Automobile Association (CSAA) site, located at 150 Hayes Street, approximately 600 feet from the project site hydraulically up and cross gradient, as a location with leaking USTs. In 1988, two gasoline and one waste oil USTs were removed. A soil sample collected from beneath the former waste oil UST did not contain detectable extractable petroleum hydrocarbons, oil and grease, halogenated volatile organic compounds, or volatile petroleum hydrocarbons. Soil samples collected from beneath the former gasoline USTs did not contain detectable volatile petroleum hydrocarbons. The SFDPH issued a letter granting closure for the three tanks in March 1994. In 1990, a 4,000-gallon UST was removed; soil samples did not contain detectable volatile petroleum hydrocarbons. That UST was replaced with a new 4,000-gallon gasoline UST. The SFDPH issued a letter granting closure for the tank in November 1990. In 1998, upgrades were made to the two existing 4,000-gallon USTs on the site. During this time, it was discovered that a 550-gallon waste oil UST is also located on the site. Inspections during the upgrades noted that the USTs included badly corroded metal overfill containers. In February 1999, a groundwater sample analysis found gasoline present in the water at 270 parts per billion (ppb) and benzene at 1 ppb, ethylbenzene at 4 ppb, toluene at 0.9 ppb, and xylenes at 7 ppb. The groundwater sample

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<sup>38</sup>Green Environment, *ESA*, pp.15, 16

<sup>39</sup>Green Environment, *ESA*, p.2

<sup>40</sup>Green Environment, *ESA*, p.15

<sup>41</sup>Green Environment, *ESA*, pp.15, 16



did not contain detectable MTBE. A draft closure letter was prepared by the SFDPH dated November 9, 1999 indicating that the existing groundwater well should be decommissioned. There is no documentation indicating that the well was decommissioned, or that the site received closure.

According to the independent consultant, based on SFDPH files there is a moderate potential for soils and groundwater beneath the project site to be impacted by the fuel and oil releases from the adjacent, former gas station property to the west.<sup>42</sup> Project plans call for the excavation and removal of about 6,200 cubic yards of soil from the project site and for dewatering during construction. The ESA includes recommendations to test soils and groundwater on both sites, if persons may come in contact with them, to ensure worker safety, to test any soil proposed to be hauled off-site for disposal to determine appropriate disposal options, and to test any spring water that may collect in the basement of 50 Oak Street to determine water discharge requirements, as well as a recommendation to perform asbestos and lead paint surveys. A Health and Safety Plan would be required to be prepared pursuant to California Division of Occupational Safety and Health (Cal-OSHA) requirements, to protect worker safety if soil or groundwater on the project site would pose significant human health or safety hazards.<sup>43</sup>

Based on recommendations in the ESA, the project sponsor has committed to carry out groundwater and soil testing prior to excavation or worker contact under the 70 Oak Street and 50 Oak Street buildings. Results of soil testing would establish the appropriate landfill required for disposal of any soil containing hazardous levels of chemicals. Results of groundwater testing would establish whether treatment of groundwater would be required prior to disposal into City sewers during dewatering activities. The City's Industrial Waste Ordinance requires consultation with the Bureau of Environmental Regulation and Management of the Public Utilities Commission regarding treatment of pumped groundwater prior to discharge into the sewer system. Mitigation Measure 3, pp. 44-46, has been included to address potential hazards. A Health and Safety Plan would be prepared if required based on the results of soil and groundwater testing.

### Building Materials

The existing buildings at the project site were constructed prior to 1923. Later remodeling included installation of fluorescent lights in some rooms. In the past, asbestos, PCBs, and lead were commonly installed in building materials such as fire proofing, fluorescent light ballasts, and paint. Mercury is common in electrical switches and fluorescent light bulbs. Therefore, one or both of the buildings on the site may contain hazardous materials. Should hazardous materials be discovered in one or both of the buildings, they could pose hazards to workers, neighbors, or the natural environment during demolition of 70 Oak Street and during alteration and foundation work at the site of 50 Oak Street. The project sponsor has agreed to conduct a lead-based paint survey and an asbestos survey, and implement any required abatement procedures, prior to any building demolition or alteration work.

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<sup>42</sup>Green Environment, *ESA*, pp.2, 3

<sup>43</sup> California Code of Regulations, Title 8, Section 5192.



Based on the ESA, asbestos-containing materials are assumed to be in the existing structure at 70 Oak Street (which is proposed to be demolished), and in 50 Oak Street (which is proposed to be altered), in pipe and furnace insulation, vinyl floor tiles, and linoleum. Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable Federal regulations regarding hazardous air pollutants, including asbestos. The Bay Area Air Quality Management District (BAAQMD) is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition or abatement work.

Notification includes the names and addresses of operations and persons responsible; description and location of the structure to be demolished/altered including size, age and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition or abatement; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The District randomly inspects asbestos removal operations. In addition, the District will inspect any removal operation concerning which a complaint has been received.

The local office of the State Occupational Safety and Health Administration (OSHA) must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow state regulations contained in 8 CCR 1529 and 8 CCR 341.6 through 341.14 where there is asbestos-related work involving 100 sq. ft. or more of asbestos-containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material are required to file a Hazardous Waste Manifest which details the hauling of the material from the site and the disposal of it. Pursuant to California law, the Department of Building Inspection (DBI) would not issue the required permit until the applicant has complied with the notice requirements described above.

These regulations and procedures, already established as a part of the permit review process, would insure that any potential impacts due to asbestos would be reduced to a level of insignificance.

Based on the opinion of the independent consultant, lead paint is assumed to be present in the existing buildings, constructed in 1914 and 1923. One of the buildings is proposed for demolition, and the other for substantial alteration, as part of the project. The ESA has recommended, and the project sponsor has agreed to carry out, a lead-based paint survey. In San Francisco, demolition must comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint. Where there is any work that may disturb or remove lead paint on the exterior of any building built prior to December 31, 1978, Chapter 36 requires specific notification and work standards, and identifies prohibited work methods and penalties.

Chapter 36 applies to buildings or steel structures on which original construction was completed prior to 1979 (which are assumed to have lead-based paint on their surfaces), where more than ten total square feet of lead-based paint would be disturbed or removed. The ordinance contains performance standards, including establishment of containment barriers, at least as effective at protecting human health and the environment as those in the HUD Guidelines (the most recent Guidelines for Evaluation and Control of Lead-Based Paint Hazards) and identifies prohibited practices that may not be used in disturbance or removal of lead-based paint. Any person performing work subject to the ordinance shall make all reasonable efforts to prevent migration of lead paint contaminants beyond containment barriers during the course of the work, and any person performing regulated work shall make all reasonable efforts to remove all visible lead paint contaminants from all regulated areas of the property prior to completion of the work.

The ordinance also includes notification requirements, contents of notice, and requirements for signs. Notification includes notifying bidders for the work of any paint-inspection reports verifying the presence or absence of lead-based paint in the regulated area of the proposed project. Prior to commencement of work, the responsible party must provide written notice to the Director of DBI, of the location of the project; the nature and approximate square footage of the painted surface being disturbed and/or removed; anticipated job start and completion dates for the work; whether the responsible party has reason to know or presume that lead-based paint is present; whether the building is residential or nonresidential, owner-occupied or rental property, approximate number of dwelling units, if any; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and the name, address, telephone number, and pager number of the party who will perform the work. (Further notice requirements include Sign When Containment is Required, Notice by Landlord, Required Notice to Tenants, Availability of Pamphlet related to protection from lead in the home, Notice by Contractor, Early Commencement of Work [by Owner, Requested by Tenant], and Notice of Lead Contaminated Dust or Soil, if applicable.) The ordinance contains provisions regarding inspection and sampling for compliance by DBI, and enforcement, and describes penalties for non compliance with the requirements of the ordinance.

These regulations and procedures in the San Francisco Building Code would ensure that potential impacts of demolition, due to lead-based paint, would be reduced to a level of insignificance.

### Conclusions

According to the Environmental Site Assessment or Phase I report, historic occupancy of 70 Oak Street suggests that the only significant use of chemicals at 70 Oak Street would have been in the early 1900's when the property was occupied by a taxi cab service company that included painting autos. The business most likely involved the use of gasoline, motor and transmission oils, greases, degreasing solvents, solvent-based auto paints, and paint thinners. Historic occupancy of 50 Oak Street suggests that the only significant use of chemicals at 50 Oak Street is associated with the chemical treatment of swimming pool water, which included the storage and use of hydrochloric acid and chlorine. Maintenance coatings, paints and solvents were also



used and stored at 50 Oak Street in the sub-basement. No records were discovered to indicate that a chemical release has occurred on or from the subject properties.<sup>44</sup>

Based on the historical and other information reviewed, the Environmental Site Assessment and the Department of Public Health recommend testing and other actions described above, and in Mitigation Measure 3 (pp. 44-46). The project sponsor has agreed to this Mitigation Measure to address potential hazardous materials in soil and groundwater, and must comply with laws and regulations related to disposal of soil, groundwater, and building materials that contain hazardous materials. Therefore, potential impacts from hazards would be mitigated to a less-than-significant level, and no further review is required in the EIR.

### Emergency Response and Fire Safety Plans

The project proposes a building approximately 80 to 87 feet in height. Occupants of the proposed building would contribute to congestion if an emergency evacuation of the downtown area were required. Section 12.202(e)(1) of the San Francisco Fire Code requires that all owners of high-rise buildings (over 75 feet) "shall establish or cause to be established procedures to be followed in case of fire or other emergencies. All such procedures shall be reviewed and approved by the chief of division." Additionally, project construction would have to conform to the provisions of the Building and Fire Codes which require additional life-safety protections for high-rise buildings.

San Francisco ensures fire safety primarily through provisions of the Building Code and the Fire Code. Existing buildings are required to meet standards contained in these codes. The proposed project would conform to these standards, which (depending on building type) may also include development of an emergency procedure manual and an exit drill plan. In this way, potential fire hazards (including those associated with hydrant water pressure and emergency access) would be mitigated during the permit review process. In view of the above, Emergency Response and Fire Safety Plans require no further analysis and will not be included in the EIR.

- | 13. <u>Cultural</u> - Could the project:  | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|------------|-----------|------------------|
| a. Disrupt or adversely affect a prehistoric archaeological site or a property of historic or cultural significance to a community, ethnic or social group; or a paleontological site except as a part of a scientific study? | —          | <u>X</u>  | <u>X</u>         |
| b. Conflict with established recreational, educational, religious or scientific uses of the area?   | —          | <u>X</u>  | —                |

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<sup>44</sup> Green Environment, *ESA*, p. 2.



Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
c. Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the City Planning Code?	<u>X</u>	<u>—</u>	<u>X</u>

### Archaeological Resources

An archival cultural resources evaluation was prepared for the project site by an independent consultant.<sup>45</sup> The archival cultural resources evaluation is a systematic review of available archival record to assess the potential for the existence of subsurface cultural resources from the Prehistoric/Protohistoric period (c. 4000 B.C. - 1775 A.D.), the Spanish, Mexican and Early American periods (1775 -1848), the California Gold Rush period (1849 - 1857), and the Later Nineteenth Century (1858 - 1906), and the Twentieth Century Period (1906 - Present).

According to the cultural resources evaluation, a review of the archival record has not identified prehistoric or protohistoric cultural resources within or adjacent to the project site. However, the potential exists that such resources are present at the project site, based on informed judgment and comparative data.<sup>46</sup> The cultural resources evaluation cites recorded archaeological sites in the South of Market area ranging from shellmounds to a deeply buried village complex and notes that only a fraction of prehistoric/protohistoric sites in San Francisco have ever been systematically recorded.<sup>47</sup> Excavation for the Civic Center BART station encountered Native American remains at depths of about 75 feet. Environmental conditions in the vicinity of the project site, prior to the start of the historic era, would have been favorable to Native American settlement.<sup>48</sup>

The cultural resources evaluation's review of the archival record uncovers no data to suggest that cultural resources from the Spanish, Mexican and Early American periods are present at the project site and notes that virtually no archeological remains from this period have been unearthed and investigated in San Francisco's city center.<sup>49</sup>

The possibility exists for the presence of cultural resources from the California Gold Rush era at the project site.<sup>50</sup> An 1852 U.S. Coast Survey map indicates a structure within the confines of

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<sup>45</sup> Archeo-Tec Inc., *Cultural Resources Evaluation of the San Francisco Conservatory of Music at 50 & 70 Oak Street*, March 2002, (Hereinafter "Archeo-Tec Inc. *Cultural Resources Evaluation*").

<sup>46</sup> Archeo-Tec Inc. *Cultural Resources Evaluation*, p.37.

<sup>47</sup> Archeo-Tec Inc. *Cultural Resources Evaluation*, pp. 10-14.

<sup>48</sup> Archeo-Tec Inc. *Cultural Resources Evaluation*, p.34.

<sup>49</sup> Archeo-Tec Inc. *Cultural Resources Evaluation*, pp.21-23.

<sup>50</sup> Archeo-Tec Inc. *Cultural Resources Evaluation*, p.35.

the present project site. Mid-Nineteenth Century buildings were often associated with features such as privies, trash-pits, cellars and wells. Such features have been found to contain rich quantities of artifacts.<sup>51</sup> The cultural resources evaluation further notes that filling activity in the 1860's, would have preserved any artifacts or features, if deposited before that time, under a protective layer of fill.<sup>52</sup>

Archival sources suggest the probability that archaeological resources from the Later Nineteenth Century and the Twentieth Century periods are present at the project site, as these are commonly encountered throughout San Francisco in the course of construction projects. It is unlikely, however, that such materials would warrant a determination of significance under National Register criteria for significance.<sup>53</sup>

The project includes construction of a second-level basement under the existing basement at 70 Oak Street. Construction of this new level would require excavation of approximately 6,200 cubic yards of material, 14 feet below the finish floor of the existing basement.

Due to the possibility that potentially significant archaeological resources from the Prehistoric/Protohistoric and Gold Rush eras, could be encountered on the project site during excavation, the project sponsor has agreed to implement Mitigation Measure 2 - Archaeological Resources (pp.43, 44). Implementation of this mitigation measure would reduce the potentially significant damage or loss of archaeological resources to insignificant levels. Therefore, archaeology will not be discussed further in the EIR.

### Historic Architectural Resources

The project site is occupied by two buildings constructed in 1914 (50 Oak Street) and 1923 (70 Oak Street). The buildings have been evaluated for their historic significance in a historic resources study, prepared by the project sponsor's preservation architect and peer-reviewed by an independent consultant.<sup>54</sup> The historic resources study also evaluates the impact of the proposed demolition, new construction, and alteration in relation to historic resources.

According to the historic resources study, the five- to six-story 50 Oak Street building was designed by noted San Francisco architect William D. Shea for the social and charitable activities of the Young Men's Institute (Y.M.I.). The building is constructed in the Beaux Arts

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<sup>51</sup> Archeo-Tec Inc. *Cultural Resources Evaluation*, p. 35.

<sup>52</sup> Archeo-Tec Inc. *Cultural Resources Evaluation*, p.36.

<sup>53</sup> Archeo-Tec Inc. *Cultural Resources Evaluation*, p.36.

<sup>54</sup> Page & Turnbull, *Historic Resources Study for the San Francisco Conservatory of Music 50 and 70 Oak Street San Francisco California*, (Hereinafter "Page & Turnbull, *Historic Resources Study*") February 25, 2002, revised June 6, 2002. At the request of the Planning Department, an independent preservation consultant, McGrew Architects, conducted a peer review of the Page & Turnbull historic resources study. McGrew Architects, *Peer Review Letter and Annotated Text of the Historic Resources Study*, March 18, 2002. The peer review and Page & Turnbull study are on file with the Planning Department, 1660 Mission Street, San Francisco, and available for public review as part of the project file.



style from reinforced concrete. The exterior materials include gray granite, stucco, terra cotta blocks, and a tar-and-gravel roof. It is a structurally flexible building in reasonably good condition.<sup>55</sup>

The 50 Oak Street building is not listed on the National Register and is not a designated City Landmark, nor is it within a historic district under Article 10 of the Planning Code. The building is designated a Category II, Significant building under Article 11 of the Planning Code. Based on the buildings's designation under Article 11, 50 Oak Street is eligible for listing on the California Register of Historic Resources, under CEQA Guidelines, Section 15064.5(a)(2), being a "resource included in a local register of historical resources." Additionally, although the building is not currently listed on the National Register of Historic Places, the historic resources evaluation concludes that it appears eligible for National Register listing.<sup>56</sup> The building is also rated "4" in the 1976 Citywide Survey, with "5" being the highest rating. Under the San Francisco Heritage Downtown Inventory the building is listed as an Inventory Group A, placing it in the top 1% of San Francisco's surveyed structures.<sup>57</sup>

The three- and four-story 70 Oak Street building was constructed in 1923, also by architect William Shea, to provide for additional meeting and athletic space. The building is constructed of reinforced concrete with concrete stucco and brick exterior finishes and a tar-and-gravel roof. The building design is less elaborate than 50 Oak Street, but is sympathetic to the original design of that structure. The cement plaster, especially on the southern facade, is in very poor condition and has been spalling off. According to the historic resources study, even though both buildings have been poorly maintained over the years, there have been very few major alterations to both 50 and 70 Oak Street. Both buildings maintain most of their original historic fabric.<sup>58</sup>

The 70 Oak Street building is not designated under Article 10 or Article 11 of the San Francisco Planning Code. The building is not included in the 1976 Citywide Survey. In the San Francisco Architectural Heritage Downtown Survey, the structure is listed as an Inventory Group C++ for contextual importance. The building is not listed on the National Register or California Register. According to the historic resources study, it appears unlikely that 70 Oak Street would be eligible for listing on the National Register or the California Register, given that it was

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<sup>55</sup> Page & Turnbull, *Historic Resources Study*, p.3-6.

<sup>56</sup> According to the *Historic Resources Study*, "the Y.M.I and Y.L.I. are part of the early 20<sup>th</sup> Century growth of sport and fellowship organizations in the United States. 50 Oak Street is the most significant surviving facility of this important organization, making it eligible for listing on the National Register of Historic Places under Criterion A (Patterns of Events). Architecturally, 50 Oak Street is a significant example of an early 20<sup>th</sup> Century building built for a social organization. As the national offices of the Y.M.I and Y.L.I, 50 Oak Street is distinguished and well preserved, both on the exterior and interior. As an example of an historic social organization building type, 50 Oak Street appears eligible for listing on the National Register of Historic Places under Criterion C (Architecture)." Page & Turnbull, *Historic Resources Study*, pp.14-15.

<sup>57</sup> Page & Turnbull, *Historic Resources Study*, p.15.

<sup>58</sup> Page & Turnbull, *Historic Resources Study*, p.13



constructed later in the history of the Y.M.I., and that it is architecturally more economic in scale and finishes on both the exterior and interior than is the 50 Oak Street building.<sup>59</sup>

The proposed project consists of seismic retrofit and alteration of 50 Oak Street and demolition and new construction at 70 Oak Street. The 50 Oak Street building facade would be repaired as part of the project. Proposed alterations to its front and rear facades include the removal of the main entry staircase and entry doors and replacement with a new grade-level main entrance to the building at the same location on the facade, removal of some metal fire escape ladders, alteration of metal balconies, and relocation of some window and door openings. The existing interior of the building and all of its floors would be demolished and reconfigured; preservation and rehabilitation of some character-defining elements within the ballroom are proposed. There are no plans to preserve any elements of the 70 Oak Street building, which, as noted, would be demolished.

The proposed major alterations to 50 Oak Street would require approval of a Permit to Alter a Category II building under Article 11 of the Planning Code. Major alterations are defined as those which would substantially change exterior, character-defining features or affect any substantial part of a building's structural elements. A Permit to Alter would be approved by the City Planning Commission if the Commission determines that the project is a "compatible rehabilitation." The standards for review of applications for Permits to Alter are contained in Planning Code Section 1120. These standards include, but are not limited to, a finding that the proposed alterations are consistent with the architectural character of the building, including distinctive architectural features and examples of skilled craftsmanship. Conformity with these standards is reviewed by Department staff, the Landmarks Preservation Advisory Board, and the Planning Commission.

The proposed demolition, alteration, and construction at the project site could potentially create adverse impacts to historic resources. This topic, including the eligibility of the buildings for listing on the California and National Registers, impacts of the proposed project on historic resources, and a preservation alternative, will be included in the EIR.

**OTHER** - Could the project:

Yes    No    Discussed

Require approval and/or permits from City  
Departments other than the Planning Depart-  
ment or the Department of Building Inspection,  
or from regional, state, or federal agencies?

X        —        X

A list of approvals and permits necessary for the project is presented in the Compatibility with Existing Zoning and Plans discussion above on pp.9-11.

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<sup>59</sup>Page & Turnbull, *Historic Resources Study*, p.16

**MITIGATION MEASURES**

	<u>Yes</u>	<u>No</u>	<u>N/A</u>	<u>Discussed</u>
1. Could the project have significant effects if mitigation measures are not included in the project?	<u>X</u>	—	—	<u>X</u>
2. Are all mitigation measures necessary to eliminate significant effects included in the project?	—	<u>X</u>	—	—

**Mitigation Measure 1: Construction Air Quality**

To reduce particulate emissions, the project sponsor would require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor would require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

**Mitigation Measure 2: Archaeological Resources**

Given the location and depth of excavation proposed, and the likelihood that archaeological resources would be encountered on the project site, the sponsor has agreed to retain the services of an archaeologist. The archaeologist would carry out a pre-excavation testing program to better determine the probability of finding cultural and historical remains. The testing program would use a series of mechanical, exploratory borings or trenches and/or other testing methods determined by the archaeologist to be appropriate.

If, after testing, the archaeologist determines that no further investigations or precautions are necessary to safeguard potentially significant archaeological resources, the archaeologist would submit a written report to the Environmental Review Officer (ERO), with a copy to the project sponsor. If the archaeologist determines that further investigations or precautions are necessary, he/she shall consult with the ERO and they shall jointly determine what additional procedures are necessary to minimize potential effects on archaeological resources.

These additional mitigation measures would be implemented by the project sponsor and might include a program of on-site monitoring of all site excavation, during which the archaeologist would record observations in a permanent log. The monitoring program, whether or not there are finds of significance, would result in a written report to be submitted first and directly to the ERO, with a copy to the project sponsor. During the monitoring program, the project sponsor



would designate one individual on site as his/her representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would immediately notify the Environmental Review Officer (ERO), and the project sponsor would halt any activities which the archaeologist and the ERO jointly determine could damage such cultural resources. Ground disturbing activities which might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist would prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsor, which would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific additional mitigation measures to be implemented by the project sponsor. These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of cultural material.

Finally, the archaeologist would prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure would be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report(s) would be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the California Historical Resources Information System, Northwest Information Center and to any other repositories deemed appropriate by the Environmental Review Officer. Three copies of the final archaeology report(s) shall be submitted to the Office of Environmental Review, accompanied by copies of the transmittals documenting its distribution to the President of the Landmarks Preservation Advisory Board and the California Historical Resources Information System, Northwest Information Center.

### **Mitigation Measure 3: Hazards and Hazardous Materials**

a. Prior to any demolition or excavation at the project site, the project sponsor shall conduct surveys to identify any asbestos-containing materials and any lead-based paint in existing structures proposed for demolition or alteration. If sampling identifies the presence of such materials, they shall be removed and disposed of at an approved site in accordance with applicable local, state, and federal regulations.

b. Soil and groundwater samples shall be collected in such areas as directed by the project sponsor's site assessment consultant and based on conclusions and recommendations in the Phase I Environmental Site Assessment. Sampling would extend at least to depths proposed for



excavation. The samples shall be collected in accessible areas prior to any site development activities, and in areas that are not currently accessible during proposed demolition activities.

c. Soil and groundwater samples shall be characterized (analyzed) for metals, petroleum hydrocarbons and gasoline/diesel components, volatile and semi-volatile organic compounds, and other constituents, as requested by the Department of Public Health (DPH). In addition, groundwater characterization shall be carried out for total suspended solids, total settleable solids, pH, total dissolved solids, and turbidity. Samples shall be analyzed by state-accredited laboratories. Based on the results of soil and groundwater characterization, a Site Mitigation Plan shall be prepared by a qualified individual, in coordination with DPH and any other applicable regulatory agencies. The sampling and studies shall be completed by a Registered Environmental Assessor or a similarly qualified individual. Excavated soils shall be disposed of in an appropriate landfill, as governed by applicable laws and regulations, or other appropriate actions shall be taken in coordination with DPH.

d. Prior to initiating any earth-moving or dewatering activities at the site, a Worker Health and Safety Plan, as required by Cal-OSHA, shall be prepared to ensure worker safety. The Worker Health and Safety Plan shall identify protocols for managing soils during construction to minimize worker and public exposure to soils with hazardous levels of chemicals. The protocols shall include at a minimum:

- Characterization of excavated native soils proposed for use on site prior to placement, to confirm that the soil meets appropriate standards.
- The dust controls specified in Mitigation Measure 1: Air Quality.
- Protocols for managing stockpiled and excavated soils.

The Worker Health and Safety Plan shall identify site access controls to be implemented from the time of surface disruption through the completion of earthwork construction. The protocols shall include at a minimum:

- Appropriate site security to prevent unauthorized pedestrian/vehicular entry, such as fencing or other barrier, or sufficient height and structural integrity to prevent entry, and based on the degree of control required.
- Posting of "no trespassing" signs.
- Providing on-site meetings with construction workers to inform them about security measures and reporting/contingency procedures.

If hazardous levels of chemicals are found in groundwater, the Worker Health and Safety Plan shall identify protocols for managing groundwater during construction to minimize worker and public exposure. The protocols shall include procedures to prevent unacceptable migration of chemicals from defined plumes during dewatering.

The Worker Health and Safety Plan shall include a requirement that construction personnel be trained to recognize potential hazards associated with underground features that could contain hazardous substances, previously unidentified contamination, or buried hazardous debris.

The Worker Health and Safety Plan shall include procedures for implementing a contingency plan, including appropriate notification and control procedures, in the event unanticipated

subsurface hazards are discovered during construction. Control procedures could include, but would not be limited to, further investigation and removal of underground storage tanks or other hazards.

e. All reports and plans prepared in accordance with this measure shall be submitted to DPH and any other appropriate agencies identified by DPH, pursuant to procedures in the Final Voluntary Cleanup plan. The Worker Health and Safety Plan and Site Mitigation Plan shall be submitted at least two weeks prior to initiating excavation or dewatering. When all hazardous materials have been removed from existing buildings, and soil and groundwater analysis and other activities have been completed, as appropriate, the project sponsor shall submit to the San Francisco Planning Department and DPH (and any other agencies identified by DPH) a report stating that the applicable mitigation measure(s) have been implemented. The report shall describe the steps taken to comply with the mitigation measure(s) and include all verifying documentation. The report shall be certified by a Registered Environmental Assessor or similarly qualified individual who states that all necessary mitigation measures have been implemented, and specifying those mitigation measures that have been implemented.

## ALTERNATIVES

The EIR will discuss several alternatives to the proposed project that could reduce or eliminate significant environmental effects. The alternatives will include the following:

1. No Project. The No Project Alternative is required by CEQA. Under this alternative, existing conditions would continue at the site. Fifty Oak Street would not be adaptively reused. Seventy Oak Street would not be demolished and replaced with new construction.
2. Alternative Requiring no Exception to the Planning Code. This alternative would comply with the bulk requirements of the Planning Code without exceptions under Section 309 from Section 272 for maximum length and maximum diagonal dimensions.
3. Preservation Alternative. This alternative would not make the proposed changes to interior spaces that help the 50 Oak Street building meet the criteria for the California Register of Historic Resources, and would not make changes to exterior features that contribute to the building's Category II designation. The alternative will be developed further as the impacts analysis for the EIR proceeds.

**MANDATORY FINDINGS OF SIGNIFICANCE**YesNoDiscussed

1. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history?

To be determined

2. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?

—      X      —

3. Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)

X      —      X

4. Would the project cause substantial adverse effects on human beings, either directly or indirectly?

—      X      —

The project could have a potential significant impact on historic architectural resources and could contribute to cumulative transportation impacts in the Bay Area. These topics will be analyzed in the EIR.



**ON THE BASIS OF THIS INITIAL STUDY:**

   I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

   I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.

  X   I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

DATE: June 29, 2002

*Paul E. Maltzer*  
Paul E. Maltzer  
Environmental Review Officer  
for  
Gerald G. Green  
Director of Planning

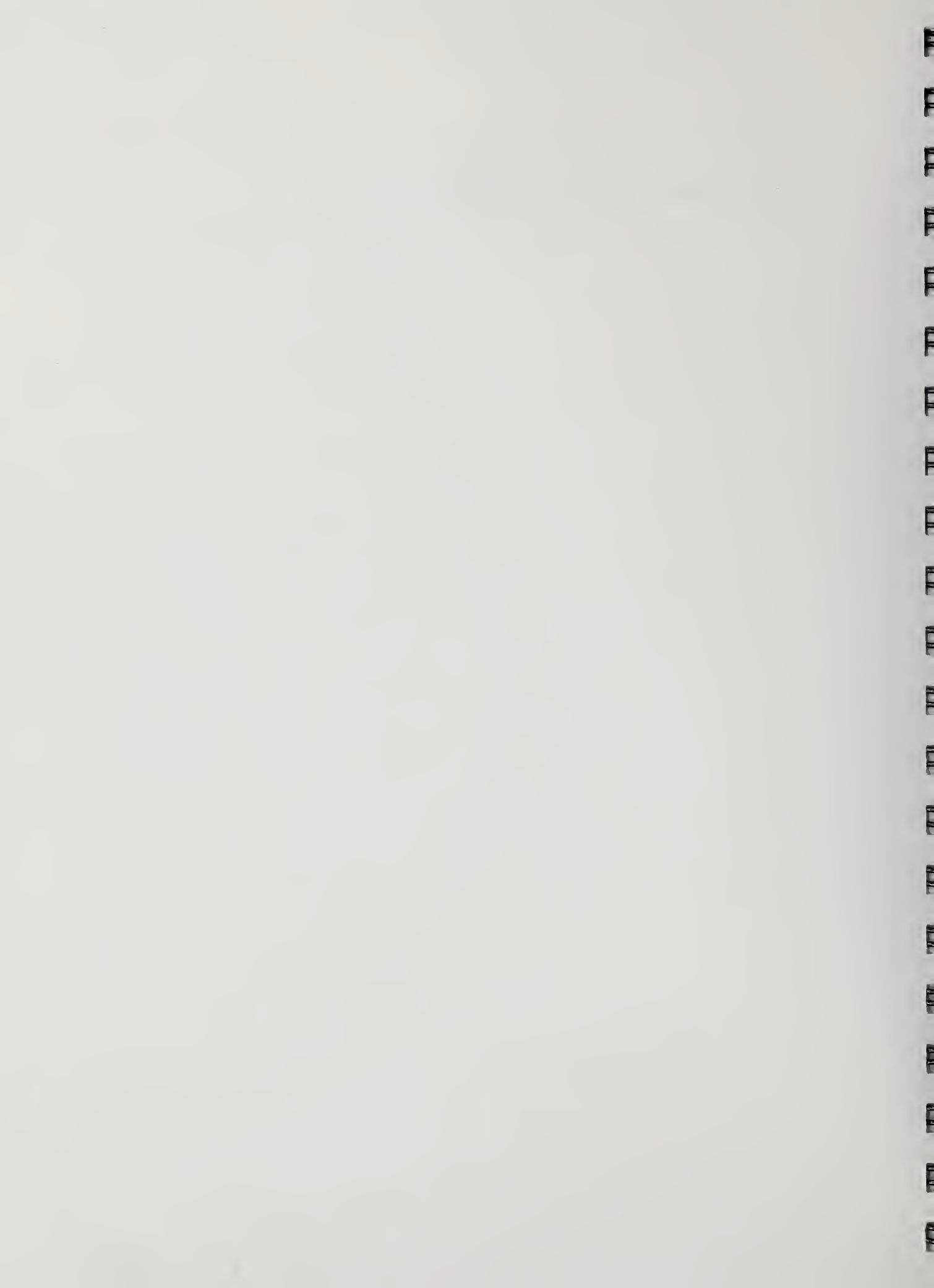


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## APPENDIX B: ARCHITECTURAL SURVEYS

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## ARCHITECTURAL SURVEYS

In 1976 the San Francisco Planning Department conducted a citywide survey of architecturally significant buildings. Approximately 10% of the City's entire building stock was awarded a rating, ranging from a low of '0' to a high of '5'. The total number of buildings, which were rated from '3' to '5', represent less than 2% of the City's building stock.

The Foundation for San Francisco's Architectural Heritage (Heritage) survey was published in 1979. Its scope was the greater downtown area. Summary ratings were assigned: "A" representing buildings of Highest Importance ("A"-rated buildings, as indicated in *Splendid Survivors*, are individually the most important buildings in downtown San Francisco, distinguished by outstanding qualities of architectural, historical values, and relationship to the environment); "B" for buildings of Major Importance; "C" for buildings of Contextual Importance; and "D" for buildings of Minor or No Importance.

These surveys inform Planning Department review of applications for alterations to structures identified and described therein, when neither Article 10 nor 11 are applicable.





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**APPENDIX C: THE PROPOSED PROJECT IN RELATION TO  
THE SECRETARY OF THE INTERIOR'S  
STANDARDS FOR REHABILITATION**

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## THE PROPOSED PROJECT IN RELATION TO THE SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION

For informational purposes, each standard is set out below and applied to the project.

1. *A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its environment.*

The project would not conform to this standard. The proposed use of the property, as the San Francisco Conservatory of Music, would require major changes to the defining characteristics of the building on both the interior and exterior.

2. *The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize the property shall be avoided.*

The project would not conform to this standard. The project would remove original historic materials, features and spaces that characterize the property. On the exterior, these would consist of the original entrance including stairs, doors, walls, ceiling and finishes. On the interior the project would demolish most of the building's structural system, walls, floors and finishes. Although the Ballroom space and finishes would be largely retained *in situ* and reused as the audience chamber of a concert hall, a portion of the Ballroom's interior (the floor and west wall) would be demolished. The new audience chamber floor would be lower than the existing floor and inclined to accommodate seating, altering the proportions of the Ballroom.

3. *Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.*

The project would conform to this standard. Work to the entrance, interiors and the proposed new construction would be clearly contemporary in character and would not convey a false sense of history.

4. *Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.*



Appendix C: The Proposed Project in Relation to the  
Secretary of the Interior's Standards for Rehabilitation

This standard does not apply to the proposed project. The 50 Oak Street building is largely intact and has not undergone changes since its original construction that have acquired historic significance in their own right.

5. *Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize the property shall be preserved.*

The project would not conform to this standard. The project would remove original historic materials, features and spaces that characterize the property. On the exterior, these would consist of the original entrance including stairs, doors, walls, ceiling and finishes. On the interior, the project would demolish most of the building's structural system, walls, floors and finishes.

6. *Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.*

The project would conform to this standard. Original wood windows are deteriorated and require replacement. Existing original window frames would be retained and repaired and new wood window sashes would be installed within the original frames. The new sash would match the original in design, texture and materials but would accommodate thicker acoustical glazing. In addition, where original terra cotta tiles are severely deteriorated and cannot be retained, the replacement feature would be replicated to match the originals.

7. *Chemical or physical treatments, such as sandblasting, that cause damage to historic material shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.*

The project would conform to this standard. All cleaning would be undertaken to preserve existing material.

8. *Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.*

The project would conform to this standard. No archeological resources have been identified at the site. This EIR includes a mitigation measure for monitoring and treatment of such resources should these be encountered in the course of construction.

Appendix C: The Proposed Project in Relation to the  
Secretary of the Interior's Standards for Rehabilitation

9. *New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.*

The project would conform to this standard. The new construction at 70 Oak Street is designed to be compatible with the existing 50 Oak Street building yet its design is clearly differentiated from 50 Oak Street. The overall visual effect of the new construction is intended to be that of a new, contextual infill building.

10. *New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

The project would not conform to this standard. The proposed new entrance to 50 Oak Street, new interior work, and structural integration with the new construction at 70 Oak Street would entail a significant and irreversible loss of historic integrity.





PLACE  
POSTAGE  
HERE

San Francisco Planning Department  
Office of Environmental Review  
1660 Mission Street, 5th Floor  
San Francisco, California 94103

Attn: Carol Roos  
2001.0862E - 50 Oak Street Project

PLEASE CUT ALONG DOTTED LINE

RETURN REQUEST REQUIRED FOR FINAL  
ENVIRONMENTAL IMPACT REPORT

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REQUEST FOR FINAL ENVIRONMENTAL IMPACT REVIEW

TO: San Francisco Planning Department  
Office of Environmental Review

Please send me a copy of the Final EIR

Signed: \_\_\_\_\_

Print Your Name and Address Below



